Indian and Northern Affairs Canada
Affaires indiennes et du Nord Canada

INDIAN CONDITIONS

A SURVEY

102-02133/

INDIAN CONDITIONS: a survey

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Minister
Indian and Northern Affairs

Ministre
Affaires indiennes et du Nord

This report has been prepared by my Department to document changes in Indian social, economic, and political conditions during the last ten to twenty years. It is intended to provide a consolidation of information and a perspective that will be of interest to Indians, the general public and government.

The information in the report has been collected from available government sources and displayed in a way that shows trends and comparisons with conditions experienced by Canadians generally. Because the sources are government agencies, the report deals primarily with the quantifiable aspects of living and describes mainly material conditions.

This is only an overview which provides quantitative information about Indian conditions that can be augmented by the testimony of Indians themselves. We hope it will provide a basis for thought and discussion.

John C. Munro

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INTRODUCTION

PURPOSE

This report documents principal developments and trends in the social, economic and political conditions of Indians in Canada and includes:

- a summary of available information on changes in Indian conditions since the 1950's
- comparisons of Indian and national situations
- a perspective on changes in government policies, programs and services to Indians.

The report is intended to support discussions leading to:

- revisions in the Indian Act
- adjustments to the management and delivery of social and education programs
- definition of an Indian socio-economic strategy.

The report is necessarily from a governmental point of view and is limited to what can be described by the available data.

DESIGN

The data in this report tells most of the story of Indian conditions. Commentary has been included to aid in interpretation of information by providing facts about program and policy environments and by inter-relating the data.

Within the report layout:

- A summary of each chapter describes conditions in the 1950's and 1960's, recent changes, and perspectives and comments of Indian leaders and government officials.
- Sections within each chapter highlight the implications of the information presented.
- Appendices provide reference reading and a subject index.

SOURCES

Information contained in this report has been collected from available sources rather than through original research, although some special studies were done: interviews of 50 Indian leaders and officials (most with over 20 years' working experience in Indian matters or within government), a survey of public opinion, and analyses of voting patterns and reserve resources.

It was not possible to use a specific base year throughout the report. Where information was available, comparisons were made to base documents such as *A Survey of the Contemporary Indians of Canada* (Hawthorn report) completed in 1966, information presented to the *Joint Parliamentary Committee on Indian Affairs, 1959-60*, and the *Review of Activities 1948-58, Indian Affairs Branch.*

Financial information was provided from 1970-71 to 1978-79, using the activity structure in place in 1978-79.

This report is designed as a comprehensive reference source for Indians, government officials and others engaged in policy analysis in Indian Affairs. In addition, it could focus on (and therefore improve) data-gathering in Indian Affairs and provide a basis for an annual compilation and analysis of data.

TERMS: As Used in this Report

INDIAN	PERSON REGISTERED OR ENTITLED TO BE REGISTERED AS AN INDIAN ACCORDING TO THE INDIAN ACT, I.E. A STATUS INDIAN
NATIVE	CANADIANS OF ABORIGINAL DESCENT. CAN INCLUDE STATUS AND NON-STATUS INDIANS, INUIT AND MÉTIS
BAND	BODY OF INDIANS RECOGNIZED BY GOVERNMENT FOR WHOSE BENEFIT AND USE LAND AND MONEY HAVE BEEN SET ASIDE AND HELD BY THE GOVERNMENT
RESERVE	TRACT OF LAND SET ASIDE FOR THE USE AND BENEFIT OF A BAND, THE LEGAL TITLE TO WHICH IS VESTED IN HER MAJESTY
INDIAN ASSOCIATION	A REPRESENTATIVE ASSOCIATION OF INDIANS WITH ELECTED EXECUTIVE WHICH ACTS COLLECTIVELY ON BEHALF OF INDIANS
TREATY	AN HISTORIC AGREEMENT ENTERED INTO BY A GROUP OF INDIANS AND THE BRITISH OR CANADIAN GOVERNMENT

ABORIGINAL RIGHTS	RIGHTS CLAIMED BY INDIANS BY VIRTUE OF BEING ORIGINAL INHABITANTS OF LAND
BRITISH NORTH AMERICA ACT (B.N.A. ACT)	A STATUTE OF THE BRITISH PARLIAMENT CONSTITUTING CANADA AS A CONFEDERATION AND DISTRIBUTING LEGISLATIVE JURISDICTION BETWEEN DOMINION (FEDERAL) AND PROVINCIAL GOVERNMENTS
INDIAN ACT	AN ACT OF THE PARLIAMENT OF CANADA EXERCISING ITS LEGISLATIVE JURISDICTION FOR 'INDIANS AND LANDS RESERVED FOR INDIANS' ASSIGNED IN THE B.N.A. ACT, SECTION 91(24).
DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT D.I.A.N.D.	FEDERAL DEPARTMENT EXERCISING DELEGATED DUTIES, POWERS AND FUNCTIONS OF THE 'MINISTER OF INDIAN AFFAIRS UNDER THE INDIAN ACT AND RELATED APPROPRIATION ACTS

POPULATION

- Indians in Canada include 10 different language groups and 58 dialects across the country.
- In 1961 there were about 180,000 Indians in Canada. By 1979 there were 300,000 in 573 bands. Some 30 per cent were living outside Indian reserves compared to less than 16 per cent in 1966.
- Except in the north, Indian bands are located on reserve lands set aside for Indians' exclusive use through treaties or other legal arrangements. There are 2242 separate parcels of reserve land with a total area of 10,021 square miles. This land base has remained relatively the same since 1960.
- The average band size has grown from about 350 in 1960 to about 525 in 1979, when the smallest band was New Westminster, with 2 members, and the largest, Six Nations of the Grand River, numbered 9950.
- About 65 per cent of the Indian population is located in rural or remote communities, compared to 25 per cent of the national population.
- The Indian population has been growing faster than the non-Indian population since the 1950's. As a result, the Indian population is "younger" than the national population, with the consequent impact on demand for education, social services and jobs.

SOCIAL CONDITIONS

Based on interviews made for this report and on available information, Indian living conditions have improved in some material ways: the quality and availability of housing has improved; water and other community services are better and more plentiful; health care, social services and welfare are more accessible to those in need.

But from the same comments and information, it appears that there has also been an increase in social problems among on-reserve Indians including high rates of alcohol abuse and welfare dependency. For example:

- Life expectancy, a reflection of health standards, is still ten years less than the national population.
- Violent deaths are three times national levels; suicides, particularly in the 15-24 age group, more than six times national rates.
- The strength and stability of family units appear to be eroding, with higher divorce rates, more births outside marriage and more children in care.
- In 1964, an estimated 36 per cent of the Indian population received social assistance; by 1977-78, between 50 and 70 per cent received social assistance.
- One in three families lives in crowded conditions. 11,000 new houses are required and 9,000 need repair. Less than 50 per cent of Indian houses are properly serviced, compared to a national level of over 90 per cent.
- The use of native languages appears at least stable, and interest in native culture and studies appears to have increased.

CHANGING CONDITIONS
a summary

ECONOMIC CONDITIONS

Indians and officials interviewed for this report felt that Indian economic conditions had improved over the last twenty years, particularly in terms of education levels, job accessibility, available cash in Indian hands and better acceptance in the general economy.

Information collected confirms this view but shows that, relative to the national population, Indians remain disadvantaged. For example:

- In 1958-59, elementary and secondary school participation was about 63 per cent. Elementary participation is now virtually the same as national levels and secondary participation is about 12 per cent below.
- University enrolment has risen from 57 in 1963 to 2,700 in 1979, but participation is less than one-half national levels.
- The working-age population will increase from 54 per cent to 64 per cent of the population between 1976 and 1986, but participation in the labour force is about two-thirds of national levels and employment is about 32 per cent of the working age population.
- The resource potential of the reserve land base is generally comparable to the capacity of other land in Canada. However,
  - the resources have not been developed
  - 45 per cent is relatively inaccessible
  - blocks of land do not necessarily form economic units
  - distribution of productive land does not correspond to population distributions.
- An aggregate investment of over $250 million has been made over the last nine years, resulting in 10,000 permanent jobs. 20,000 to 30,000 new jobs will be required in the next ten years.

POLITICAL CONDITIONS

People interviewed felt that there have been major and positive changes in the Indian political situation, particularly in:

- increased independence and administrative capacity of Indian band councils
- Indian political awareness and influence
- Indian representation at all levels of government, through the development of Indian political associations.

At the same time, there was some skepticism concerning the ability of Indians to truly influence government policies. Some people also feel that current government/Indian relations are outmoded and are negatively affecting local self-reliance, political accountability and development.

Among the indicators of change:

- Indian band councils are now responsible for their own administration. Band administrative staff has increased from about 100 band staff in 1966 to approximately 1,900 part and full-time staff in 1978-79.
- The proportion of the Indian Affairs budget managed directly by bands has increased from 13 per cent in 1971-72 to 34 per cent in 1978-79.
- Funding for Indian political associations has increased from $3.7 million in 1971-72 to $19.3 million in 1978-79.

GOVERNMENT PROGRAMS

There is general agreement that Indian/Government relations have improved during the last 15 to 20 years and that initiative and responsibility have shifted from government to Indians.

There are reservations about the effectiveness of government programs. The view was expressed that in some cases there was too much apparent haste to achieve results and some programs, such as social assistance, were regarded as destructive.

Most important are the technical limits to programs for local control which require the sanction of government and do not allow programs to be adjusted to meet local priorities and needs.

During the past 10 to 20 years:

- The roles of federal and provincial governments in relation to Indians both on and off reserves have not changed significantly since 1960. Inconsistency concerning services to Indians off reserves and a lack of co-ordination and recognition for Indians on reserves may affect the quality and accessibility of services and the potential for Indian development.
- Federal government expenditures for Indians increased 14 per cent per capita in real terms between 1970-71 and 1978-79, compared to 128 per cent per capita growth in other federal social programs.
- Band-managed funds have increased from about $34.9 million in 1971-72 to about $227.2 million in 1978-79. The costs of band management became proportionately less during the same period and have declined from 24 per cent of funds administered to 12 per cent.
- During the past ten years the greatest proportionate increases in government expenditures have been in community services and economic development, but development funding remains less than 10 per cent of overall funding.

OFF-RESERVE INDIANS

The proportion of the Indian population living off reserves has increased from approximately 16 per cent in 1966 to about 30 per cent in 1979. The nature of this off-reserve population, the reasons for migration and the conditions Indians experience in non-Indian communities are all unclear.

The limited information available suggests the following:

- Off-reserve Indians, lacking social and cultural linkages, experience all the problems inherent in an unfamiliar environment.
- Young adults are the largest component of the off-reserve Indian population.
- The largest proportionate concentrations of Indians off reserves tend to be in Prairie urban centres.
- Although job-seeking appears to be one of the main reasons for migration, Indians off reserves experience rates of unemployment and welfare dependence between 25 and 30 per cent.
- Although the pace of off-reserve migration has slowed in the last 4 to 5 years, the need for employment is likely to maintain the pressure for continued migration.

SOCIAL CONDITIONS

CONTENTS

This chapter describes changes in Indian social and living conditions over the last 10 to 20 years, including:

- Summary
  - conditions in 1960's
  - recent changes
  - perspectives and comments
- Population size, growth, age composition and distribution; band size and distribution
- Health
- Family
- Social support
- Living conditions
- Crime
- Cultural heritage

SOCIAL CONDITIONS
summary

CONDITIONS IN THE 1960'S

- In 1961 there were approximately 180,000 Indians in Canada. Birth rates peaked in the mid- to late 1960's at 42 per thousand population compared to a national rate of less than 20 per thousand.
- The dependent population (under 15 and over 65) in 1966 was about 52 per cent of the Indian population compared to about 40 per cent of the national population. The school-age group as a proportion of the population was probably at its peak in the late 1960's.
- Then, as now, Indians were represented in all regions of the country, with major concentrations in the western provinces and northwestern Ontario. Approximately 80 per cent of all Indians lived on reserves in the early 1960's.
- The average band size was 350 in the 1960's and then, as now, approximately one-third lived in remote locations with poor or no road or rail access.
- Many of the diseases associated with poor living conditions were prevalent then as now. Infant mortality was more than twice the national rate. Average life expectancy for Indians was 10 years less than for the national population.
- Average family size was approximately five and one-half, compared to a national average of four. More than 5 per cent of children were in care. More than one-third of the Indian population was supported by social assistance compared to less than 4 per cent of the national population.
- Housing was generally over-crowded and in poor condition. Many were without services. In 1965, less than half had electricity and only one in six had a safe water supply.
- Then, as now, Indians and other natives were highly over-represented in jails and penitentiaries in comparison to their proportion of the population.

RECENT CHANGES

During the last 10 to 20 years:

- Indian population has increased faster than the national population – from about 180,000 in 1961 to over 300,000 in 1978. The Indian birth rate has declined to approximately 29 per thousand compared to less than 20 for the national population.
- The dependent population (under 15 and over 65) has declined to approximately 43 per cent of the Indian population in 1978, compared to 33 per cent in the national population.
- The proportion of Indians living off reserves has increased from about 16 per cent in 1966 to almost 30 per cent in 1979.
- Average band size has increased more than 60 per cent since 1960 to approximately 525 in 1978.
- Indian communities are more accessible now than they were 20 years ago, and Indians tend to travel outside the reserve more.
- Health conditions which can be improved by medical care have improved; those influenced by social and living conditions have not. The percentage of violent deaths among Indians, for instance, is 3 to 4 times higher than among the national population.
- An estimated 50 to 60 per cent of Indian health problems are alcohol-related.

- Average family size, now slightly less than five, appears to be slowly approaching the lower national levels of approximately 3.5.
- The strength and stability of family units appears to be eroding, as evidenced by increasing divorce rates, births outside marriage, children in care, adoptions of Indian children by non-Indians and juvenile delinquency.
- Use of social assistance and welfare among Indians has increased from slightly more than one-third of the population to slightly more than one-half in the last 10 to 15 years.
- The number (although not the proportion) of family dependents has increased and there are insufficient jobs (in particular on reserves) for the new entrants into the labour force from the Indian "baby boom" of the late 50's and early 60's.
- The quality and availability of serviced housing has improved, but Indian housing lasts about 15 years compared to 35 years for non-Indians. There is a need today for about 11,000 houses to relieve crowding and replace unsatisfactory houses.
- On the average, 50 to 60 per cent of Indian housing has running water and sewage disposal, up from 25 per cent 15 years ago, but in some areas (such as Manitoba and Saskatchewan) as little as 10 per cent of housing is serviced.
- There is increasing evidence and awareness of environmental damage, pollution and disruption of Indian ways of life by industrial activities and recent major resource development projects.
- Indians and other natives continue to be over-represented in jails and penitentiaries by more than 3 times their proportion of the total population.
- There is increased and freer use of Indian cultural practices now compared to 10 to 15 years ago. The national population is more aware and supportive of Indian culture.

PERSPECTIVES AND COMMENTS

Indians and officials interviewed for this report agreed that Indian living conditions have improved significantly over the last 20 years, although standards are not yet up to national levels. They also commented on a significant increase in social problems among reserve Indians, particularly levels of alcoholism and welfare dependence.

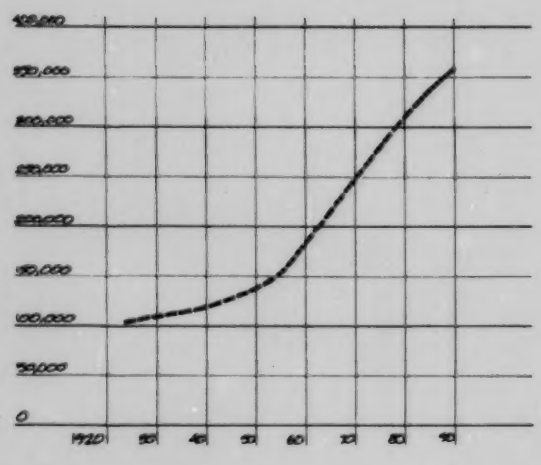
There were various reasons given for these conditions, including:

- lack of an independent economic base in Indian communities
- too-rapid development after years of isolation and political dependence
- government programs, particularly social assistance, which have tended to reinforce a sense of dependency.

On the other hand, interviewees felt that the positive change in Indians' political organization and improved self-image over the last few years would lead to an improvement in social and living conditions.

SOCIAL CONDITIONS
population

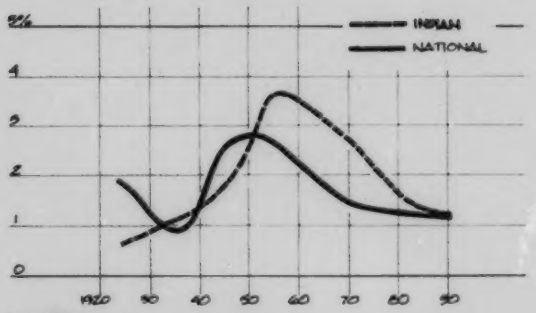
INDIAN POPULATION
Number of Registered Indians



sources:
Registered Indian population 1924-1977 from Program Statistics Division, DIAND, 1978.
Registered Indian population projections according to medium fertility assumptions for Canada, 1973-1990.

At Confederation there were between 100,000 and 125,000 Indians. Following a decline to slightly more than 100,000 in 1920, the Indian population tripled to over 300,000.

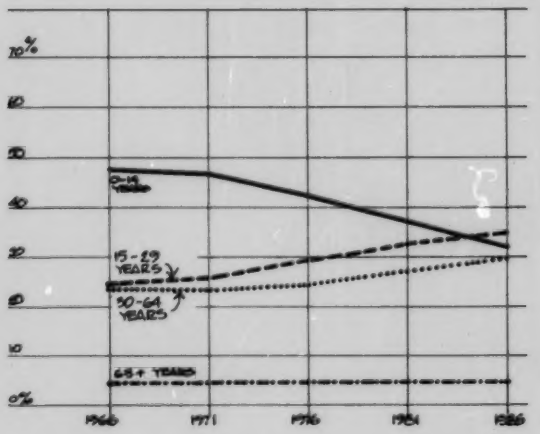
GROWTH RATE
% Annual Population Growth



sources:
(1) Statistics Division, DIAND[1]
(2) Statistics Canada

Indian population has been increasing faster than the general population, particularly in the last 20 years, and now represents 1.3 per cent of the Canadian population compared to 1.0 per cent in 1961. The Indian growth rate reached a high point in the late 1950's and has rapidly declined since, resulting in a "baby boom" effect approximately 8 years behind the national "baby boom."

AGE COMPOSITION
% of Population in Each Age Category



source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

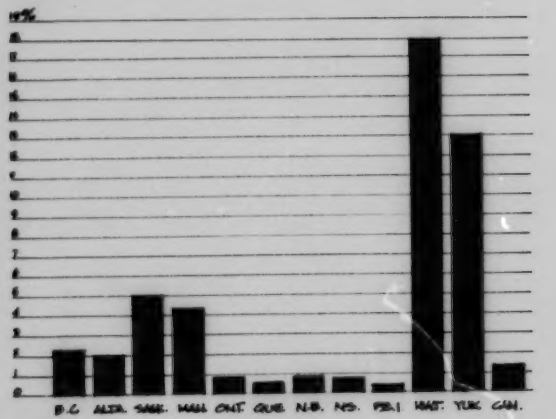
As a result of higher fertility rates and lower life expectancy, the Indian population is "younger" than the national population.

New entrants into the labour force, the age group 15-29, will be approximately 34 per cent of the Indian population by the mid-1980's, compared to 25 per cent of the national population.

The proportion of Indians over 65 has remained relatively low (approximately 5 per cent of the Indian population compared to more than 10 per cent in the national population). The maturing of the "baby boom" group in the Indian population, combined with increasing life expectancy, may result in a much higher proportion of elderly Indians, although not until early in the next century.

PROVINCIAL PROPORTION

% Indians
1976

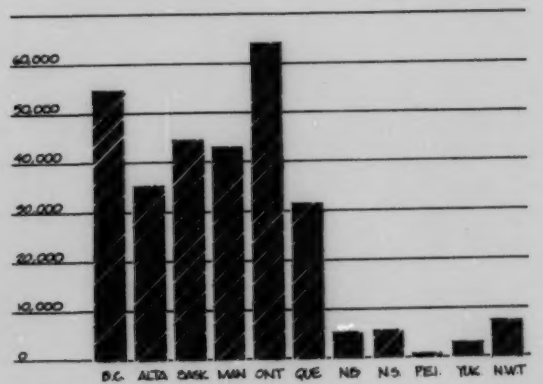


source:
Registered Indian Population by Sex and Residence, DIAND, 1977

Indians represent a higher proportion of the provincial population in the western provinces, and the effect is becoming more pronounced. For example, in Saskatchewan the proportion of Indians in the provincial population increased from 3.3 per cent to 5.0 per cent from 1966 to 1976. In Manitoba, the proportion changed from 3.3 per cent in 1966 to 4.3 per cent in 1976.

PROVINCIAL DISTRIBUTION

Number of Indians

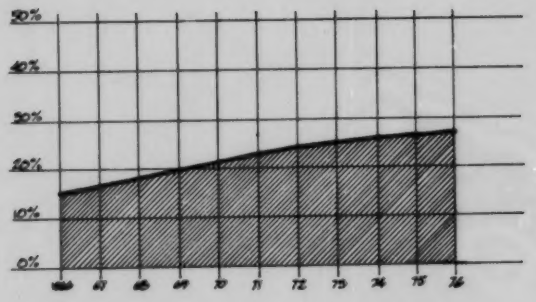


source:
Registered Indian Population by Sex and Residence, DIAND, 1977

There has been a rapid increase in the total number of Indians living off reserve since 1965 (a trend which is expected to continue at a more-or-less steady rate). As a proportion of the total Indian population, it increased from 18 per cent in 1960 to just under 30 per cent in 1975, where it appears to have stabilized.

OFF-RESERVE POPULATION

% Indians Living Off Reserves



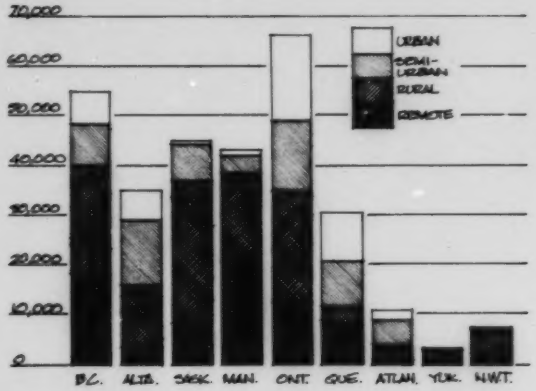
source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979.[4]

The age distribution of Indians on and off reserve has changed significantly. Of all Indians in the 20-40 age group, those off reserve increased from 19 per cent to 27 per cent between 1966 and 1976; and those in the 25-29 age group, from 23 per cent to 33 per cent.

SOCIAL CONDITIONS
population

PROXIMITY TO URBAN CENTRES

Number of On-Reserve Indians
1977



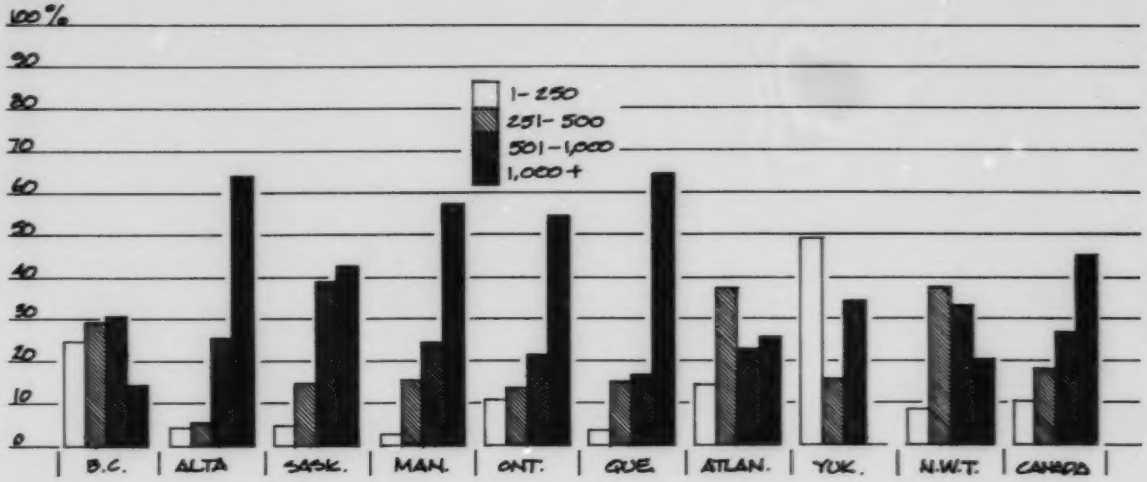
source:
"Registered Indian Population by Region, by Residence, by Geographic Classification, as of December 31, 1977," DIAND

Indians are represented in all regions of the country, including urban, semi-urban, rural and remote locations.

Seventy-one per cent of all bands, representing about 65 per cent of the total registered Indian population, are situated in either rural or remote locations. This compares to less than 25 per cent of the national population living in rural areas.

BAND SIZE

% of Population in Each Band Size Group
1977



source:
"Registered Indian Population, Number and Percentages of Bands by Population Size Group and Region, 1977," Statistics Division, DIAND

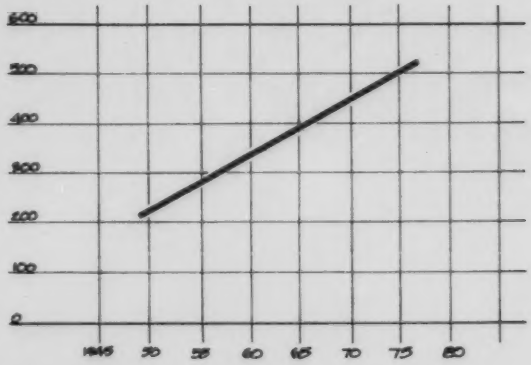
INDIAN BANDS

source:
Registered Indian Population by Sex and Residence, 1977,
DIAND

SOCIAL CONDITIONS
population

BAND SIZE

Average Population size of Indian Bands



source:
"Registered Indian Population by Type of Residence for Provinces," DIAND, 1978

There are 573 recognized Indian bands in 1979, compared to 571 in 1958. The majority of Indians live in bands with a membership of less than 1,000 (some of whom live off reserve). The largest percentage of bands fall in the population size group 301-1,000 (39 per cent), while 173 bands (31 per cent) have populations of 101-300.

In 1965, 32.7 per cent of Indians lived in bands with populations greater than 1,000, compared to 45 per cent in 1977.

Only 16 bands have populations over 2,000, and most of these are located in Ontario, Manitoba and Alberta.

POPULATION: IMPLICATIONS

- A 40 per cent increase in the Indian population in the last 20 years has resulted in greater demand for social services, education, housing and jobs.
- The maturing of the Indian "baby boom" of the late 1950's and early 1960's (now reaching working age), combined with the recent decline in Indian fertility, is now lowering the dependent portion of the population (0-14 and over 65).
- The off-reserve Indian population has increased to a significant proportion of the total Indian population and falls outside the normal jurisdiction of many federal Indian programs.
- The on-reserve Indian population remains a predominantly rural, remote and northern population.

MORTALITY

Deaths per 1,000 Population in Each Age Group
1973-1976 Average

	INDIAN	NON-INDIAN
1-4 YEARS	3.1	0.8
5-19 YEARS	1.9	0.7
20-44 YEARS	6.0	1.5
45-64 YEARS	15.7	9.0
65+ YEARS	57.0	55.0

source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

Death rates for Indians, despite improvements over the past ten to twenty years, remain well above the national average. For all age groups (except those over 65, where the Indian rate is only slightly higher than the national), Indian death rates range from 2 to 4 times the national average.

LIFE EXPECTANCY

Average Additional Years of Life

		1961		1971	
		MALE	FEMALE	MALE	FEMALE
AT 1 YEAR	NATIONAL	68.5	74.3	69.3	76.3
	INDIAN	59.7	63.5	60.2	66.2
AT 50 YEARS	NATIONAL	24.3	28.5	24.5	29.9
	INDIAN	25.1	26.2	24.8	27.6
AT 80 YEARS	NATIONAL	6.3	7.0	6.4	7.9
	INDIAN	6.0	6.6	8.0	8.9

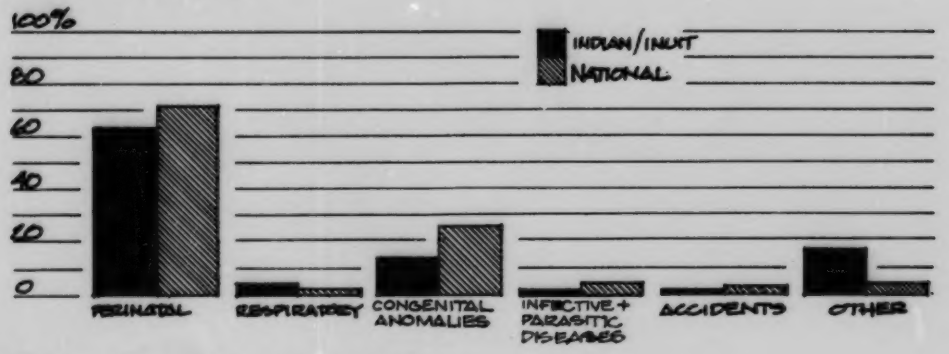
source:
Medical Services Branch Statistics, Statistics Canada, February, 1976

In 1961, life expectancy for Indians under one year was approximately 10 years less than that of the national population, although for Indians surviving to middle age, additional life expectancy was only slightly below the national. By 1971, both Indian and national populations had increased their life expectancies, although the gap between the two populations remained the same. Indians surviving to 80 years had a greater additional life expectancy than the national population, suggesting that:

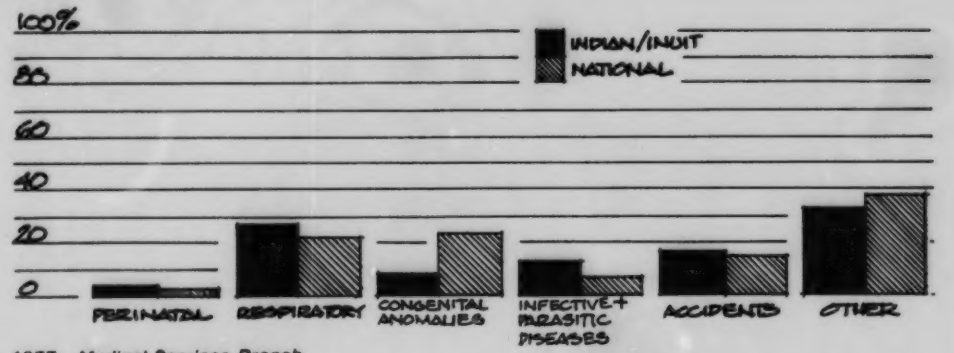
- health conditions are improving for Indians but are still significantly below national levels
- high infant and youth mortality appear to be the major reasons for lower Indian life expectancy.

CAUSES OF INFANT MORTALITY

NEONATAL (FIRST 4 WEEKS)



POST-NEONATAL (4 WEEKS TO 1 YEAR)



sources:

(1) *Annual Report, 1977: Medical Services Branch,* Health and Welfare Canada

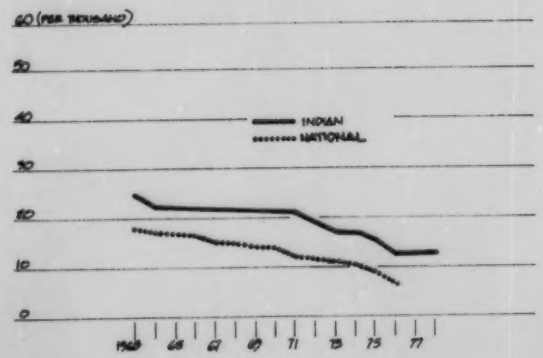
(2) Statistics Canada, 1974

The leading causes of perinatal (foetal deaths of 28 or more weeks' gestation plus infant deaths under 7 days of age) and neonatal mortality (deaths under 28 days of age) for both Indian and national populations are complications at birth and congenital anomalies, accounting for more than 75 per cent of perinatal and neonatal deaths.

A larger proportion of post-neonatal mortality (deaths from 1 month to 1 year) in the Indian population is attributed to respiratory ailments and infectious or parasitic diseases, reflecting poor housing, lack of sewage disposal and potable water, as well as poorer access to medical facilities.

NEONATAL MORTALITY

Deaths under 28 Days

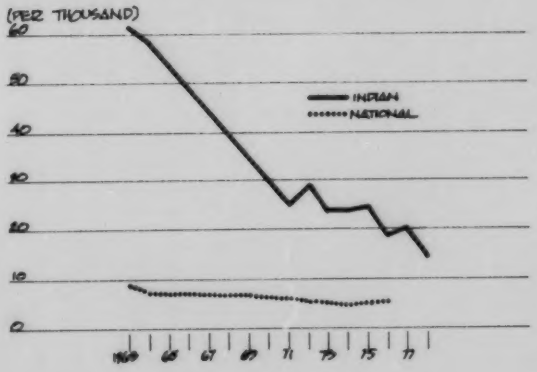


sources:
(1) Regional Reports 1978, Medical Services Branch, Health and Welfare Canada
(2) *Vital Statistics*, 1976, Statistics Canada

Lowered perinatal and neonatal mortality has kept pace with national improvements, although the Indian rate is currently approximately 60 per cent higher than the national.

POST-NEONATAL MORTALITY

Deaths Between 4 Weeks and 1 Year

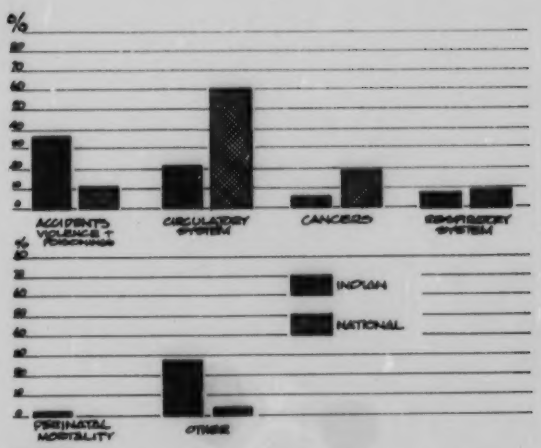


sources:
(1) Regional Reports 1978, Medical Services Branch, Health and Welfare Canada
(2) *Vital Statistics*, 1976, Statistics Canada

Post-neonatal mortality nonetheless has shown great improvements for Indians, plummeting from 6 times the national rate in 1963 to approximately twice the national rate in 1977.

MAJOR CAUSES OF DEATH

1977



source:
Annual Report 1977: Medical Services Branch, Health and Welfare Canada

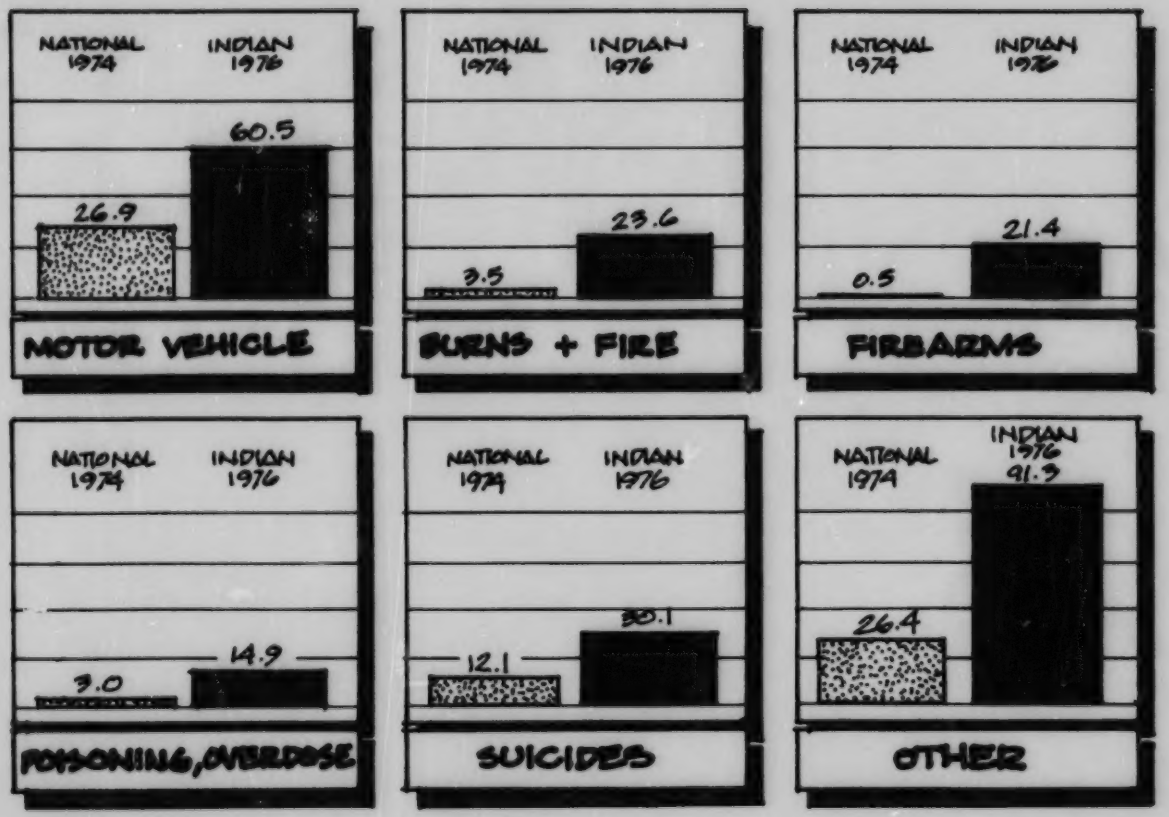
Accidents, violence and poisonings account for over one-third of all deaths among Indians compared with 9 per cent in Canada as a whole.

Respiratory and digestive system diseases have decreased significantly as causes of death and, in the Indian population, are now comparable to the national rates.

Indian rates of death from cancer and circulatory diseases are less than half the national rate.

VIOLENT DEATHS

Per 100,000 Population



sources:

(1) *Medical Services Branch: Annual Report, 1978,* Health and Welfare Canada

(2) *Vital Statistics,* Statistics Canada, 1974

The overall rate of violent deaths for Indians is more than 3 times the national average. These deaths may be comparable in non-Indian rural and remote populations where there is:

- greater use of firearms for hunting
- substandard housing and heating systems
- inadequate fire-fighting equipment
- poor access to medical assistance.

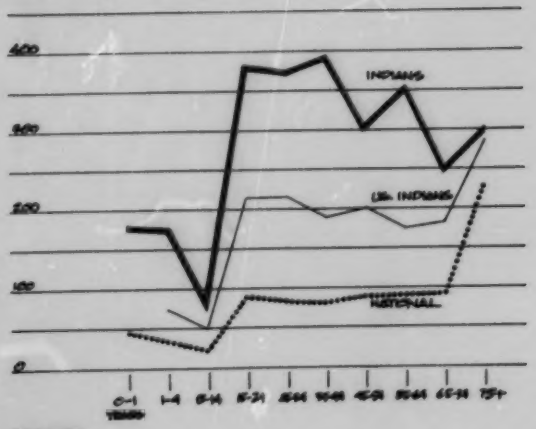
Violent deaths among Indians are higher than in the national population at all age levels. With the exception of those over 65, violent deaths among Indians range from a low of 3 times the national rate in the 5-14 age group to a high of between 4 and 5 times the national rate in the 15-44 age group.

For Indians 1-14 years, burns, drowning and motor vehicles accounted for 69 per cent of accidental deaths.

For Indians 15 years and older, the leading causes were motor vehicle accidents (29 per cent), drowning (10 per cent) and firearms (9 per cent).

VIOLENT DEATHS (AGE SPECIFIC)

Accidents, Poisoning and Violence per 100,000 Population at Each Age Level

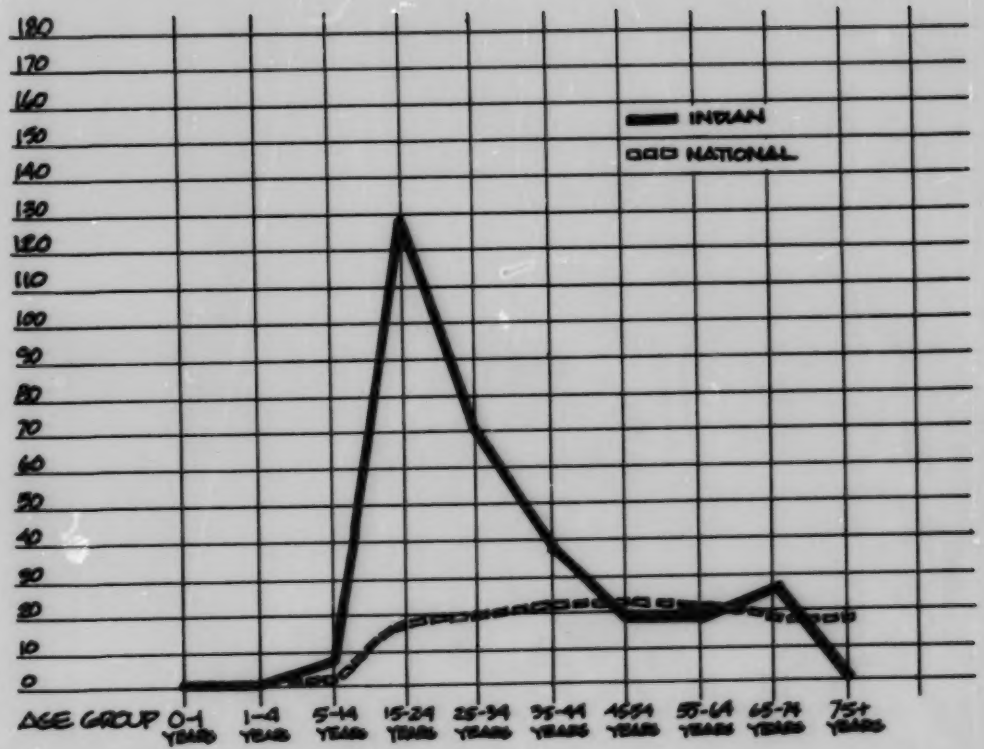


sources:
(1) *Annual Report, 1978: Medical Services Branch,* Health and Welfare Canada
(2) DIAND
(3) Statistics Canada
(4) *Trajectory of Indian Health Care,* U.S. Department of Health, Education and Welfare

The number of Indian deaths due to suicide per 100,000 population is almost 3 times the national rate. Suicides account for 35 per cent of accidental deaths in the 15-24 age group and 21 per cent in the 25-34 age group.

SUICIDES

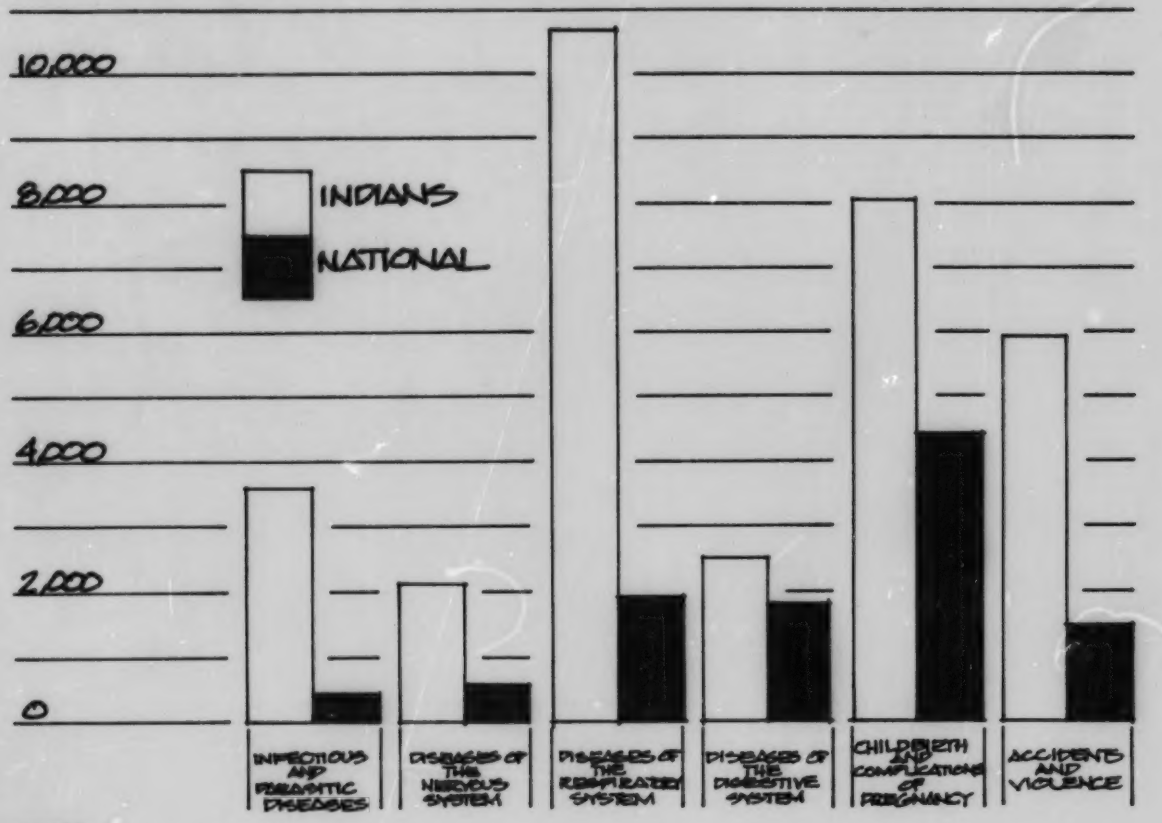
Per 100,000 Population at Each Age Level
1977



sources:
(1) *Annual Report, 1978: Medical Services Branch,* Health and Welfare Canada
(2) 1977, DIAND (Indian Population)
(3) 1976, Statistics Canada (National Population)

ILLNESS

Hospital Admissions per 100,000 Population, 1976



sources:
(1) *Hospital Morbidity*, Catalogue 82-206, Statistics Canada, 1975
(2) Unpublished data, Health Division, Statistics Canada[2]

Indians use hospitals about 2 to 2.5 times more than the national population, but on the average stay less time (7.3 days compared to 9.1).

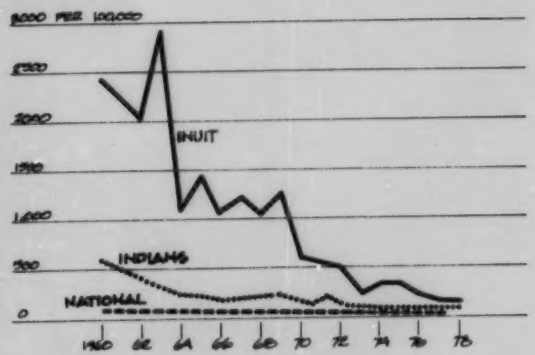
The high incidence of respiratory ailments, infectious and parasitic diseases and digestive disease may reflect poor or unsanitary housing and living conditions.

The high incidence of childbirth complications may indicate malnutrition and lack of prenatal care.

The high accident rate may reflect the hazards of a rural and remote life style, which includes high use of firearms for hunting, higher fire risk and poorer access to medical facilities.

TUBERCULOSIS

New and Reactivated Cases per 100,000 Population



sources:

(1) "Tuberculosis Statistics Review – 1977" unpublished report by Medical Services Branch, Health and Welfare Canada

(2) *Annual Report 1978: Medical Services Branch*, Health and Welfare Canada

Improvements in the incidence of tuberculosis since 1960 (no deaths have been reported in the last two years) appear to be due mostly to improved medical care.

ALCOHOLISM

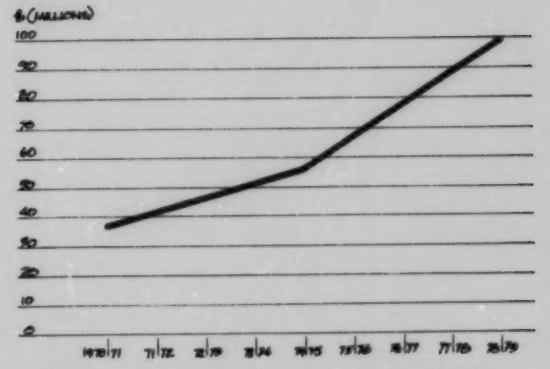
Officials working in health services for Indians estimate that between 50 and 60 per cent of Indian illnesses and deaths are alcohol-related.

A Saskatchewan study shows that between 1970 and 1975, hospital admissions for alcoholic psychosis and alcoholism for on-reserve Indians in the 25-55 age group were 5 times the national rate. The rate for on-reserve Indians was 2 to 3 times that of off-reserve Indians.

Because of lack of data, it is not known if the problem is stable or becoming worse.

HEALTH CARE

Expenditures by National Health and Welfare*



* Includes expenditures by Indian Health Services and Northern Health Services, Medical Services Branch, Health and Welfare Canada. Includes HQ expenditures.

source:

Financial Services, Medical Services Branch, Health and Welfare Canada

The Medical Services Branch of the Department of Health and Welfare provides public health services to Indians to cover uninsured medical services as well as the cost of premiums and direct services. The expenditure amounts to about $310 per Indian each year.

Indian bands are increasingly assuming responsibility for directly administering health programs.

The program also involves the use of Indian health workers at the band level to provide liaison with the health services system.

SOCIAL CONDITIONS
health

Per-capita cost of medical and in-hospital patient care was approximately $630 in 1975 for Indians compared to $230 and $250 per capita for the Manitoba and Canadian populations respectively. In Manitoba, health costs for Indians were estimated to be increasing by about 15 per cent annually compared to an increase in the non-Indian population of less than 4 per cent.

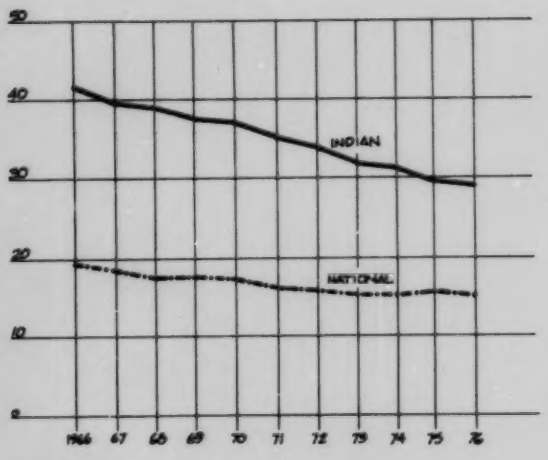
HEALTH: IMPLICATIONS

- The major causes of Indian deaths and illnesses appear to be associated with poor housing and living conditions and a rural life style. Further improvements in health care systems for curative health programs may not yield significant improvements.

- The 15-45 age group, which will become the largest component of the Indian population in the next 5 years, is most susceptible to physical and social ills, including suicide, violent and accidental death and alcoholism.

BIRTH RATE

Live Births per 1,000 Population

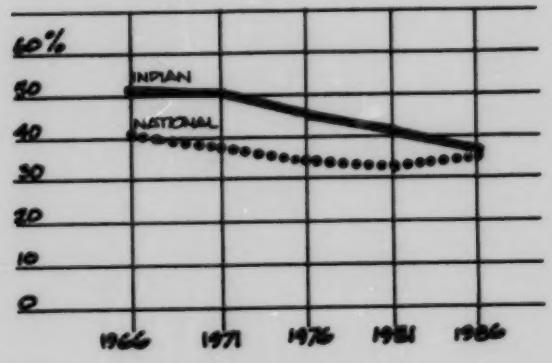


source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

The high Indian birth rate has historically contributed to an unusually high proportion of family dependents (0-15 years and 65 +) in the population, a larger family size than in the national population and concomitant high levels of demand for social support.

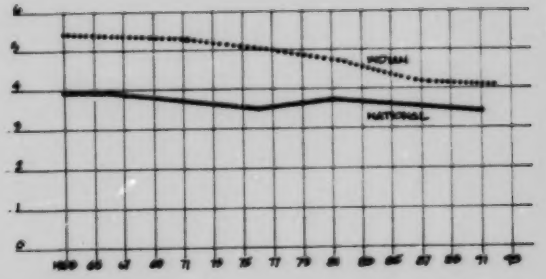
DEPENDENT POPULATION

% Population (0-14) + (65 +)



source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

AVERAGE FAMILY SIZE



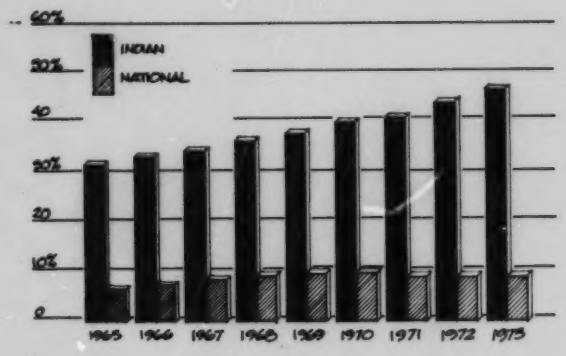
sources:
(1) *Final Report, Housing Needs Analysis – National and Regional Summary Statistics*, Housing Division, DIAND

(2) Cat. 93-821, Statistics Canada

A decline in births since the mid-1960's and an aging of the Indian population have begun to decrease the dependent population and the average family size toward national levels. The Indian "baby boom" of the late 1950's and early 1960's (about 8 years behind the national "baby boom") is now resulting in a large number of new entrants into the labour market.

SOCIAL CONDITIONS
family

BIRTHS OUTSIDE MARRIAGE



source:
"Demographic and Socio-Economic Profile of Canada's Status Indian Population, Appendix A," Tripartite Branch, unpublished report, DIAND, 1979

The high proportion of Indian births outside marriage (4-5 times the national rate) may reflect cultural differences as to the importance of formal marriage. The increasing proportion since the mid-1960's may be partially attributed to reluctance on the part of Indian women to relinquish status by marriage to non-Indians.

DIVORCES
% of Population

INDIAN

	1971	1976
MALE	0.2	0.5
FEMALE	0.3	0.8

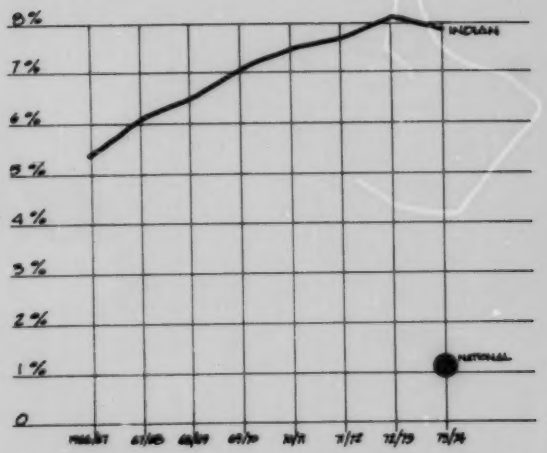
NATIONAL

	1971	1976
MALE	0.7	1.0
FEMALE	0.9	1.6

source:
A Demographic Profile of Registered Indian Women, Research Branch, P.R.E., DIAND, 1979

Divorces among Indians who do marry are now approximately one-half the national rate compared to one-third in 1971, and both Indian and national populations have shown an increase in divorce rates in recent years.

CHILDREN IN CARE
% of Relevant Age Population



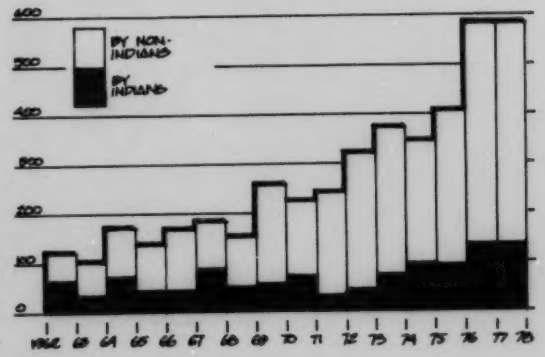
* Students in residences are not necessarily in care. It is difficult to assess what percentage are in residences for welfare reasons.

sources:
(1) A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

(2) *In the Best Interests of the Child*, National Council of Welfare, 1979

The proportion of Indian children in care has risen steadily through the 1960's and '70's. Excluding those in student residences for social reasons, the Indian rate is approximately 5 times the national rate. Reasons for children being taken into care include family breakdown and inability of parents to provide adequate care.

ADOPTIONS OF INDIAN CHILDREN

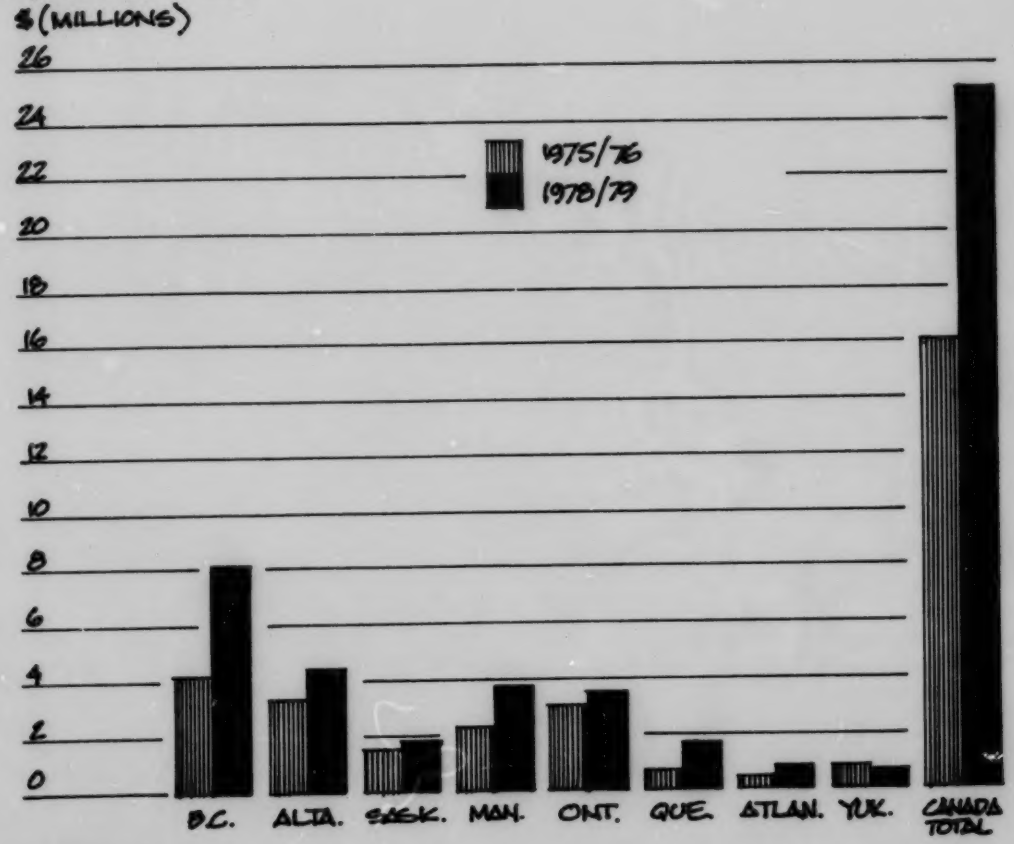


sources:
(1) 1962-71: *Facts and Figures*, Indian Affairs Branch, DIAND
(2) 1971-78: Membership Division, Adoption Unit, Indian and Eskimo Affairs Program, DIAND

The number of Indian children adopted has increased fivefold since 1962, with an increasing proportion of Indian children being adopted by non-Indian parents.

CHILD CARE

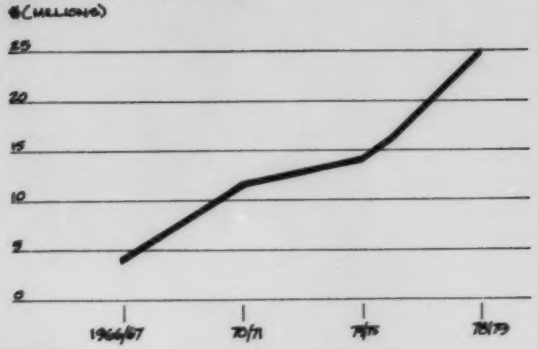
Expenditures by DIAND by Province



source:
Financial Management Reports, DIAND

SOCIAL CONDITIONS
family

CHILD CARE
Expenditures by DIAND



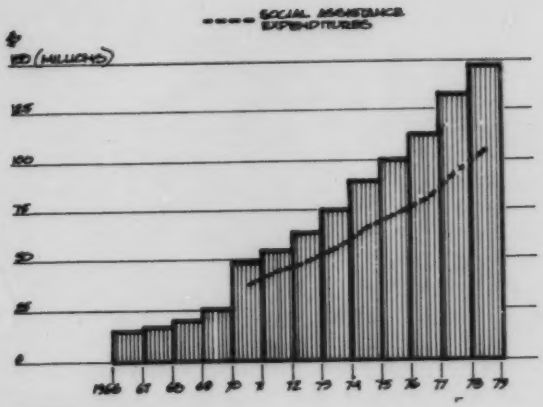
source:
Financial Management Reports, DIAND

Expenditure on child care has increased at about the same rate as the increase in the number of children in care. Increases have varied from province to province, depending not only on the number of children in care but also on local costs. The comparatively low expenditures in Saskatchewan, despite its proportionately large Indian population, probably reflect limitations imposed as a matter of policy by the provincial government on involvement in this area.

FAMILY: IMPLICATIONS

- The high number of family dependents in the Indian population during the last 10 to 15 years, in conjunction with high unemployment, has probably contributed to the overall need for social assistance and services in the Indian population.
- Increases in divorces, in numbers of children in care and in adoptions of Indian children (especially by non-Indians), indicate deteriorating family and social conditions on reserves.

SOCIAL SUPPORT
Expenditures by DIAND



source:
Financial Management Reports, DIAND

Three factors have contributed to increasing social support costs:

- application of provincial social assistance standards to Indians starting in 1960
- increases in the number of family dependents from 1960
- high utilization of services by Indians, in particular because of high unemployment.

Most of the Indian social support expenditure is directed towards assistance (cash payments), with limited expenditures for prevention services.

SOCIAL SUPPORT EXPENDITURES
All Federal Programs for Indians
(Including Medical Services)

	1970/71		1978/79	
	$ THOUSANDS	%	$ THOUSANDS	%
SOCIAL ASSISTANCE	34,627	41.1	104,049	43.0
CHILD CARE	11,680	13.9	24,788	10.2
ALCOHOLISM	167	0.2	5,539	2.3
OTHER SOCIAL SERVICES (ADULT CARE, DAY CARE WELFARE AIDS)	1095	1.3	9,880	4.1
MEDICAL SERVICES	36,599	43.4	94,002	38.8
SPORTS AND RECREATION	99	0.1	2,211	0.9
LEGAL SERVICES AND NATIVE JUSTICE	N/A	N/A	1689	0.7
TOTAL	84,267	100	242,158	100

sources:
(1) Financial Management Reports, DIAND
(2) Financial Services, Health and Welfare Canada
(3) Fitness and Amateur Sport Branch, Health and Welfare Canada
(4) Solicitor General, Canada
(5) Department of Justice

SOCIAL ASSISTANCE

Average Cost per Case Month ($)
Selected Provinces

	73-74	74-75	75-76	76-77	77-78	78-79
D.I.A.N.D.	169	179	195	210	249	268
NEW BRUNSWICK		188	226	240	219	272
QUEBEC		208	226	243	259	
ONTARIO		217	238	231	254	
MANITOBA		135	171	187	223	
SASKATCHEWAN	221		289	323	338	365

source:
Welfare Information Systems Branch, Health and Welfare Canada

Note: Social assistance costs vary among provinces due to differing coverage and policies on basic and special needs.

In 1964, the *Survey of the Contemporary Indians of Canada* estimated that approximately 36 per cent of the Indian population was supported by social assistance compared to 3.5 per cent of the national population. On certain reserves, more than half the population received direct aid at one time or another during the year. Use of social assistance by Indians on a per-capita basis was 22 times greater than for non-Indians.

In 1974, 55 per cent of the total Indian population on reserves was receiving social assistance or welfare payments. A recent study in Ontario found that an estimated 70 per cent of the total Indian population on reserve were recipients of social assistance. By comparison, 6 per cent of the national population was receiving assistance under the Canada assistance plan in 1974. The study also noted that over 70 per cent of Indian recipients were able-bodied and employable.

Although Indian participation is higher, the cost of social assistance provided through DIAND is comparable to provincial experience based on an average cost per case-month.

The increased utilization of social assistance compared to other aspects of social support expenditures is perceived by Indians and officials who were interviewed for this report to be both a symptom of poor social conditions among on-reserve Indians and a factor fostering dependence.

SOCIAL SERVICES

In general, it appears that the quality of social services (as opposed to social assistance) for Indians is lower than for non-Indians. For example, to deliver to on-reserve Indians social services comparable to those available to other residents of Alberta would double Indian social welfare costs.

Although the number of social workers employed by the Indian Affairs Program has increased from 8 in 1948 to 62 in 1979, this is well below provincial standards.

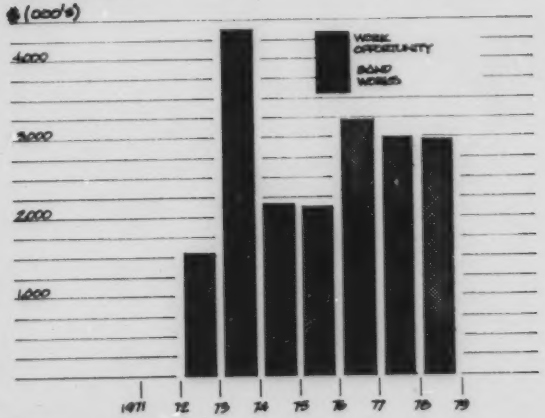
A study of social services in Ontario has also confirmed that many of the services available to municipal residents are not available to Indians on reserves. The small size of Indian communities, the lack of municipal organization and the level of funding are contributing factors.

The concentration on social assistance as opposed to social services also reflects the high proportion of users for economic reasons as opposed to health (disabilities) or social causes (single parents, etc.).

The high proportion of Indians using social assistance suggests that it is frequently used as an alternative to employment on reserves and as an income supplement for those pursuing traditional life styles (hunting and fishing).

BAND WORK OPPORTUNITY AND BAND WORKS PROGRAMS

Expenditures



source:
Financial Management Reports, DIAND

The Indian Affairs Program introduced the Work Opportunities Program in 1972 to permit the use of social assistance funding to supplement wages in community projects for those who would otherwise be supported by welfare.

The Program used about 5.5 per cent of the social services budget in 1973-74 and about 2 per cent of the available budget in the three subsequent years.

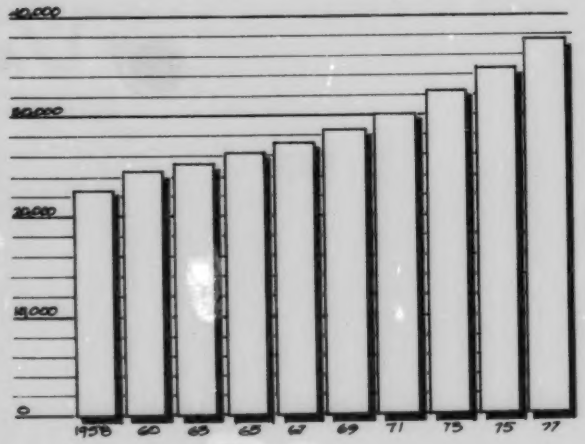
A guaranteed annual income program to support Indians pursuing traditional life styles was introduced in 1978 as part of the James Bay Agreement, but experience is not sufficient to show if this type of program has had any impact on social assistance requirements.

SOCIAL SUPPORT: IMPLICATIONS

- The increased use of social assistance among Indians reflects poor social conditions and economic opportunities on reserves and may perpetuate a sense of dependence among Indians.

SOCIAL CONDITIONS
living conditions

HOUSING STOCK
Number of Dwelling Units on Reserves



sources:
(1) *Biennial Indian Housing Surveys*, 1958-75, DIAND
(2) *Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977*, DIAND

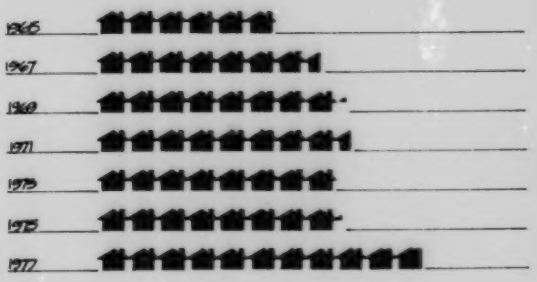
The housing stock on Indian reserves has increased by 64 per cent since 1958, but in 1977, more than 1250 Indian families were living in houses which were recorded as needing replacement. Conditions of crowding have become aggravated, and in 1977 one in three Indian families lived in crowded conditions.

CROWDING
On-Reserve Dwelling Units
1977

	% WITH ONE FAMILY	% WITH TWO FAMILIES	% WITH THREE OR MORE
URBAN	83.2	13.4	3.4
RURAL	79.6	15.7	4.7
REMOTE	80.6	15.5	3.9
TOTAL	81.2	14.8	4.0

source:
Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977, DIAND

HOUSING NEED
Number of New Dwelling Units Needed to be Constructed (in Thousands)



sources:
(1) *Biennial Indian Housing Surveys*, 1965-75, DIAND
(2) *Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977*, DIAND

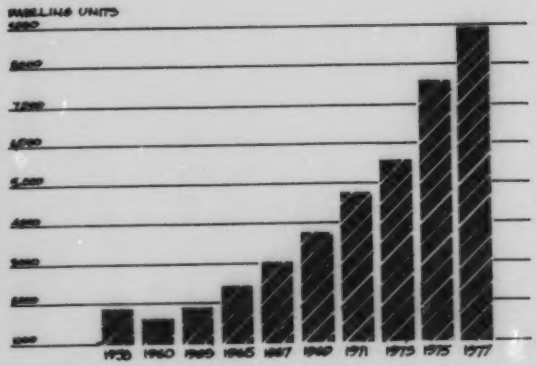
The need for new housing on reserves has risen to approximately 11,000 units. This backlog has resulted from the following factors:

- recent increase in family formations following the Indian "baby boom" of the late 1950's and early 1960's
- need to reduce crowding (18.8 per cent of on-reserve homes have 2 or more families, affecting 40 per cent of families).
- need for replacement housing (Indian housing has an average life of 15 years compared to 35 years among the national population).

To eliminate this backlog and to meet the normal new housing demand of 2,000 units annually, the current rate of construction (2200 units per year) would have to be doubled for 5 years.

HOUSING QUALITY

On-Reserve Housing Needing Major Repair



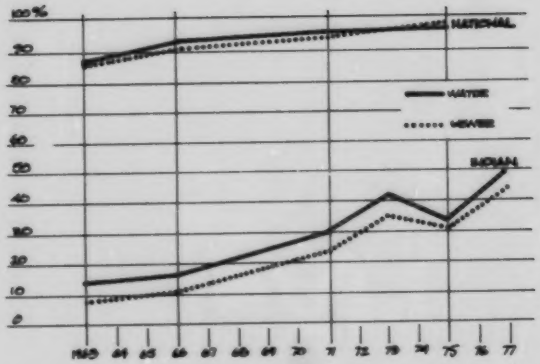
sources:
(1) *Biennial Indian Housing Surveys*, 1958-75, DIAND
(2) *Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977*, DIAND

In addition to an increase in the backlog for new and replacement housing, the number of on-reserve units needing major repairs has increased tenfold since 1960, representing an increase from less than 10 per cent to approximately 24 per cent.

Notwithstanding the deficiencies and backlog noted above, Indians and officials interviewed for this report felt that Indian housing and living conditions had improved over the last 20 years.

SERVICES

On-Reserve Houses

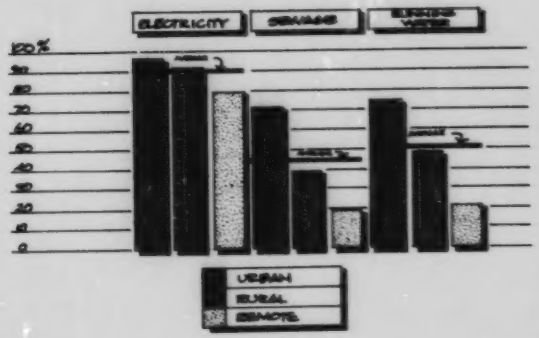


sources:
(1) *Biennial Indian Housing Surveys*, 1963-75, DIAND
(2) *Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977*, DIAND
(3) *Household Facilities and Equipment*, Cat. no. 64-202, Statistics Canada

The proportion of on-reserve houses with electricity (though often with modest capacity) is approaching national levels. Those with water and sewage facilities, despite considerable improvements in the last 15 years, still lag far behind.

SERVICES BY LOCATION

% On-Reserve Houses
1977

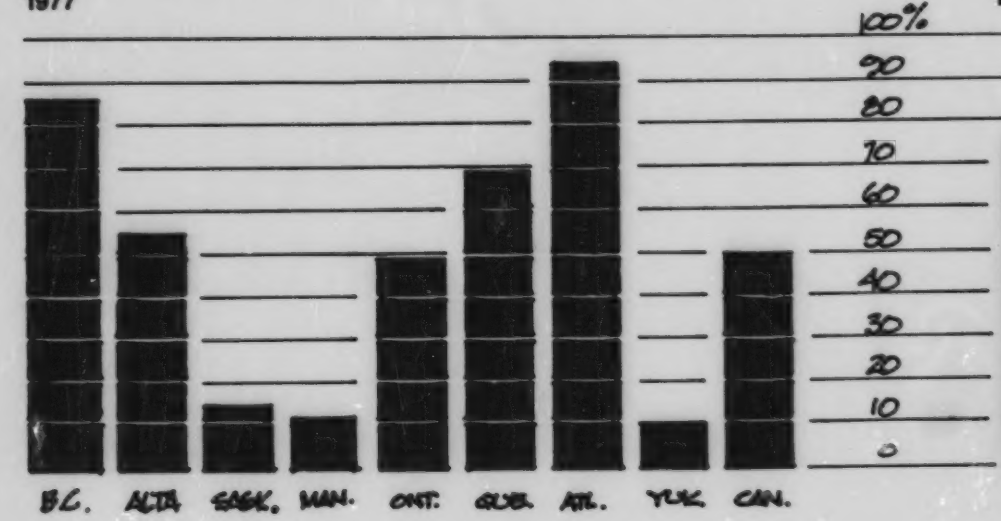


source:
Statistical Report: Listing of Information Related to the Housing Needs Analysis 1977, DIAND

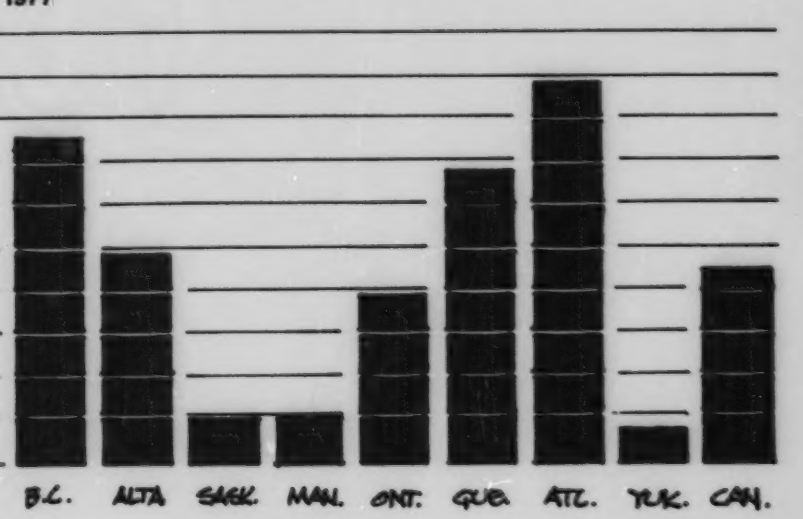
The lack of services is more pronounced on rural and remote reserves, where in 1977 fewer than 40 per cent of houses had running water, sewage disposal and indoor plumbing facilities compared to more than 60 per cent of all Canadian rural houses.

SOCIAL CONDITIONS
living conditions

RUNNING WATER
On-Reserve Houses
1977



SEWAGE DISPOSAL
On-Reserve Houses with Pipe Sewers or Septic Tanks
1977

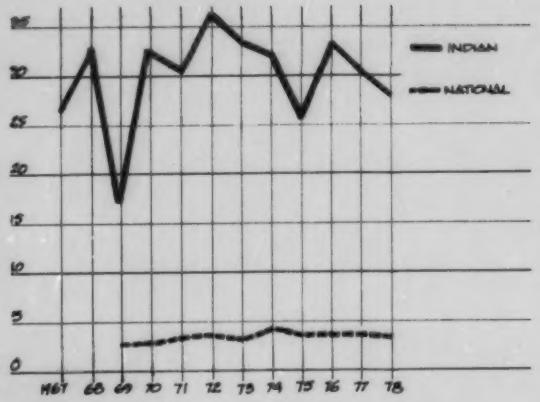


source:
Statistical Report: Listing of Information Related to the Housing Needs Analysis – 1977, DIAND

Variations of service levels on a regional basis may be attributed to differing capital investment priorities during the past 10 to 20 years, the accessibility of bands and differing life styles.

FIRE DEATHS

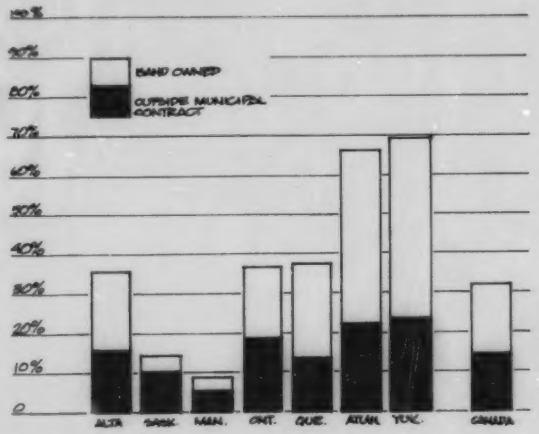
Per 100,000 Population



sources:
"Report on Fire Losses – 1975," DIAND. Also compiled from Regional Fire Loss Reports, 1979

FIRE PROTECTION

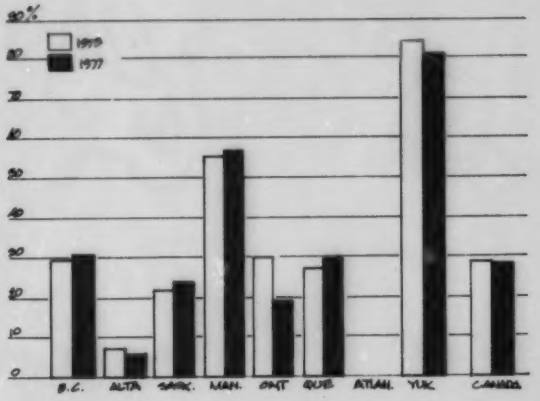
% of Reserves with Adequate Equipment
1975



source:
Indian Housing Survey, 1975, DIAND

ACCESSIBILITY

% Indians Living in Remote Locations



sources:
(1) "Economic Classification – Indian Bands of Canada," Indian-Eskimo Development Branch, DIAND, 1973

(2) "Registered Indian Population, by Region, by Residence, by Geographic Classification, as of 31 December 1977," Research Branch, DIAND, 1979

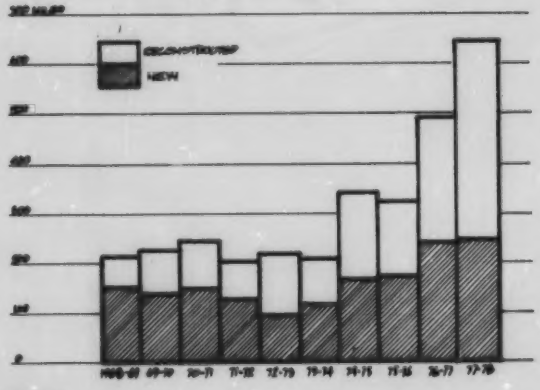
The unusually high rate of fires and fire deaths in Indian housing may be attributable to the lower quality of housing, use of substandard heating systems, crowded conditions and the scarcity of fire protection services, especially in rural and remote communities.

Indians have gained more access to non-Indian communities during the last 20 years, both physically and through telecommunications. The changes have:

- likely encouraged increased migration off reserve (which was particularly evident between 1960 and 1973)
- facilitated short-term migration (*e.g.*, for off-reserve jobs)
- exposed Indians to non-Indian values and life-styles.

SOCIAL CONDITIONS
living conditions

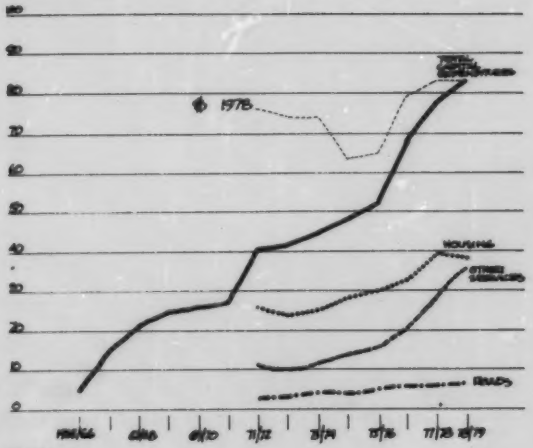
ROAD CONSTRUCTION
Miles of Reserve Access Roads Completed



source:
Physical Development Program Reports, Transportation Division, DIAND, 1968 and 1978

Resource development has been the major factor in spurring road construction and expansion of rail, air and water links in rural and remote areas. This has been supplemented by road construction on reserves to improve reserve access.

COMMUNITY CAPITAL EXPENDITURES
$(Millions)

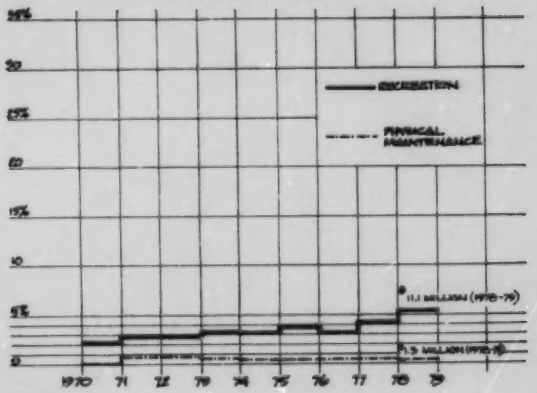


source:
Financial Management Reports, DIAND

Capital investment for housing, services and infrastructure on reserves is approximately $436 per capita per year. Absence of established long-term financial borrowing mechanisms in Indian communities (funding is provided from annual capital appropriations by the Indian Affairs Program):

- limits annual capital investment
- inhibits long-term capital planning at the community level
- results in capital development which is unrelated to economic capacity and needs of the community.

RECREATION AND PHYSICAL MAINTENANCE EXPENDITURES
% of Community Affairs Program



source:
Financial Information Reports, DIAND

Expenditure on recreation and on the maintenance of community facilities to improve Indian living conditions remains a minor part of the Indian Affairs Program budget.

Maintenance expenditures appear to be relatively small in light of an overall on-reserve capital investment that now exceeds $82 million per year.

ENVIRONMENTAL HAZARDS

There is increasing evidence and awareness of environmental damage, pollution and disruption of Indian ways of life by industrial activities and recent major resource development projects. In particular, this includes:

- interfering with the traditional way of life, *e.g.*, by attracting Indians into the wage economy
- disrupting fish and game populations
- creating health hazards
- dislocating populations and communities.

At least 20 Indian communities, involving up to 10,000 Indians, have recently faced environmental hazards associated with industrial and resource development. For example:

- The Grassy Narrows and White Dog reserves in Ontario have both experienced major social and health impacts from industrial pollution.
- St. Regis Reserve in Cornwall is conducting a survey to assess the results of industrial pollution.
- The James Bay Agreement in Quebec involved a variety of measures and compensation for environmental damage.

The significance of environmental issues for Indians will likely increase during the next few years, as resource developments in remote areas expand, and pollution, such as acid rain, increasingly affects the industrial hinterland, including Indian communities and fishing and hunting areas.

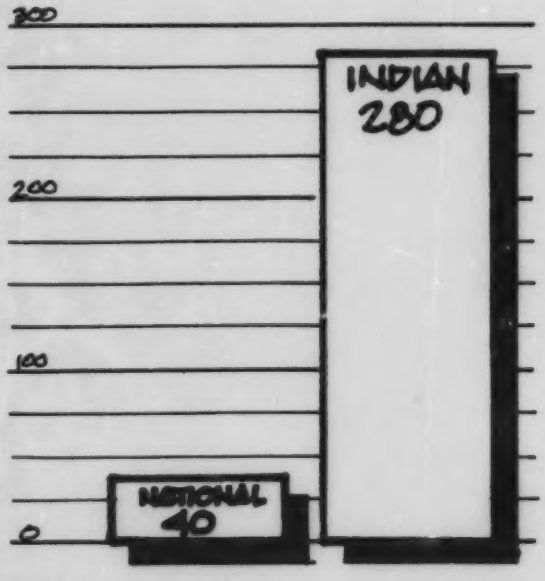
sources:
(1) Department of the Environment
(2) Environmental Review and Program Liaison Division, DIAND
(3) Medical Services Branch, Health and Welfare Canada

LIVING CONDITIONS: IMPLICATIONS

- The backlog in on-reserve housing would require 5 years to overcome at double the present construction rate.
- Poor quality of housing, crowding and the lack of services (particularly in remote communities) are probably contributing to high respiratory, digestive and infective diseases as well as to high fire death rates among Indians.
- Increased access to non-Indian communities probably contributes to changing values and expectations.
- Environmental hazards from industrial and resource development adjacent to reserves are increasing health risks and social disruption on reserves.

PENITENTIARY INMATES

Per 100,000 Population



source:
Statistics Handbook, 1977, Canadian Criminal Justice, Information Systems and Statistics Division, Research and Systems Development Branch, Solicitor General Canada

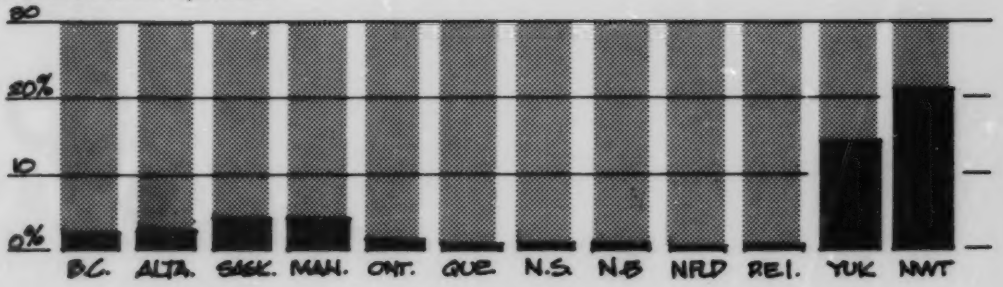
Indians and other natives are over-represented in relation to their share of the population in both federal and provincial prisons. About 9 per cent of the prison population is Indian or native, compared to an estimated 3 to 3.5 per cent share of the national population.

In Manitoba, Saskatchewan and the north, Indians and other natives represent upwards of 40 per cent of the population in jails and penitentiaries.

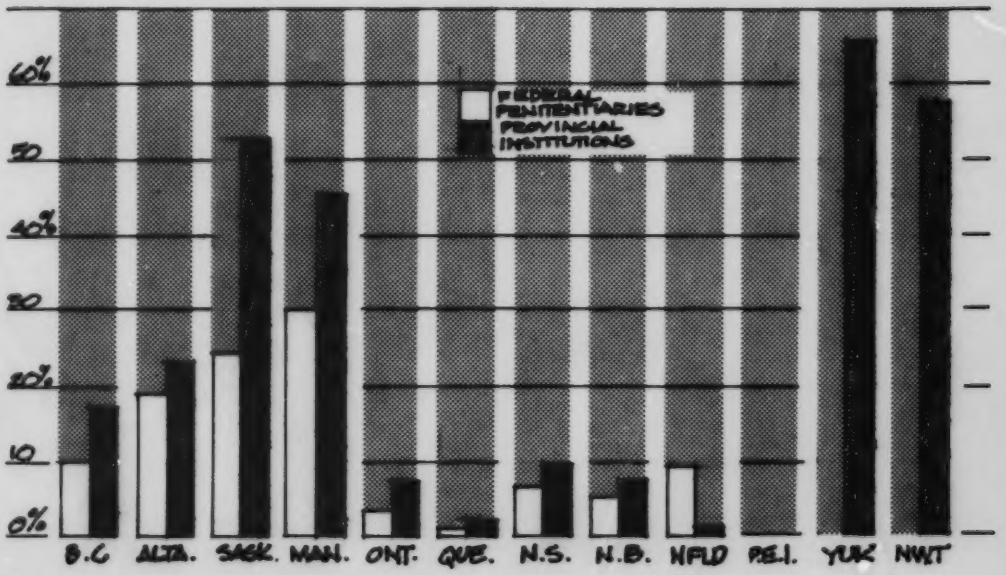
NATIVES IN PRISON

1971

Natives as % of Provincial Population



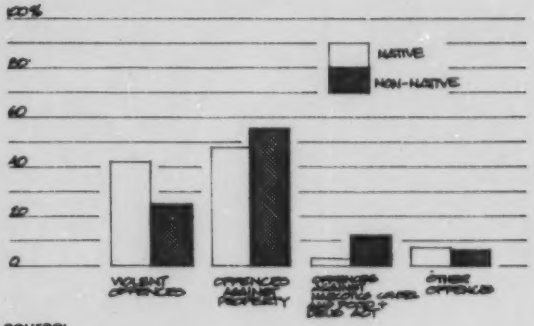
Natives as % of Prison Population



source:
Statistics Handbook, Ministry of the Solicitor General, Government of Canada, 1974[3]

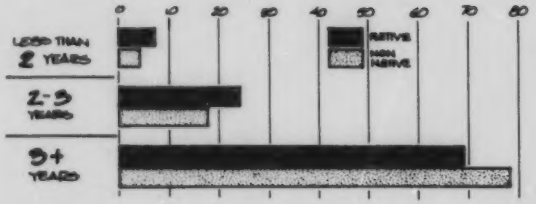
SOCIAL CONDITIONS
crime

MAJOR OFFENCES
Inmates in Federal Penitentiaries



source:
Operational Information Services, Canadian Penitentiary Services

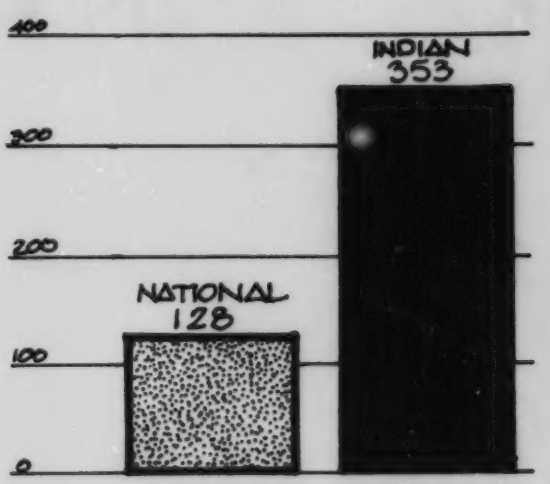
SENTENCES IN FEDERAL PENITENTIARIES
% of Inmates on December 31, 1976



source:
Operational Information Services, Canadian Penitentiary Services

Violent offences (assault, manslaughter, attempted murders) tend to be more common among Indians and other native inmates, although the shorter sentences imposed for Indians and other natives may imply more minor kinds of violence.

JUVENILE DELINQUENCY
Rate per 100,000



source:
Special survey on Juvenile delinquency, Justice Division, Statistics Canada, 1977

The high levels of Indian juveniles considered delinquent (almost 3 times the national rate) is consistent with the high proportion of Indian children in care and the increasing proportion of Indian children living off reserves, out of their home communities.

A lower proportion of native children are let off with a warning than the national rate (15 per cent compared to 46 per cent) and consequently more are charged or referred.

CRIME: IMPLICATIONS

- High Indian representation in jails suggests a conflict between Indian and non-Indian values.
- Indian offences mirror poor social and health conditions on reserves.
- High levels of Indian juvenile delinquency, high levels of young suicides and the large number of children in care suggest that deteriorated family and social conditions are having the greatest effect on Indian youth.
- High representation in jails and juvenile courts also reflects the scarcity of preventive services and of support systems for Indians as alternatives to jail.

CULTURAL HERITAGE

Changes relating to Indian culture since 1950 include:

- elimination of legislation and administrative practices which previously suppressed Indian language and cultural expression
- increased Indian use of traditional cultural practices
- various Indian programs designed to reinforce traditional culture and to ensure awareness of cultural heritage
- increased awareness and appreciation among non-Indians of Indian heritage and contemporary expression

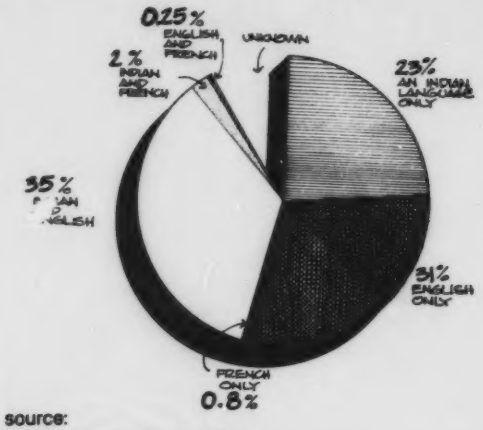
Indians and officials interviewed for this report felt that a vital Indian culture was essential to social and economic well-being and that in recent years there has been an increased interest among Indians in their culture.

Many Indians interviewed blamed earlier practices of the Department, particularly the suppression of Indian language in residential schools, as having contributed to a loss of cultural identity and pride. One Indian elder said that Indian education used to mean:

> ...taking away his (the Indian's) religion, and taking away his language: that's how you teach him the white man's way. Now they must have spent a considerable amount of money to do that. So they (the government) should be willing to spend money to restore it.

LANGUAGE

Of Indian Students upon Entry into School, 1978-79



source:
Nominal Roll, DIAND, 1979

The use of Indian languages among students entering schools shows that, at least over the last few years, the proportion of children able to speak an Indian language has remained stable at about 60 per cent.

Government programs to help preserve Indian cultural heritage both in the school system and outside have changed in the last 10 to 15 years by providing:

- school programs for language and native cultural support
- Indian-operated cultural/educational centres.

Since 1972, federal and band schools have provided native languages as a language of instruction on kindergarten to grade 3 levels (over 1,000 participants in 1977) and as a second language (over 12,500 enrolled in 1977).

Schools use certified native teachers, band members and elders, integrating the community with the classroom. The shortage of certified native teachers (especially native teachers fluent in local languages) and of resource material have been serious problems in expanding native studies programs. Universities and provincial governments are developing certificate and degree programs and course materials for native teachers.

CULTURAL/EDUCATIONAL CENTRES
By Budget Size

source:

Cultural/Educational Centres Program, DIAND, 1979

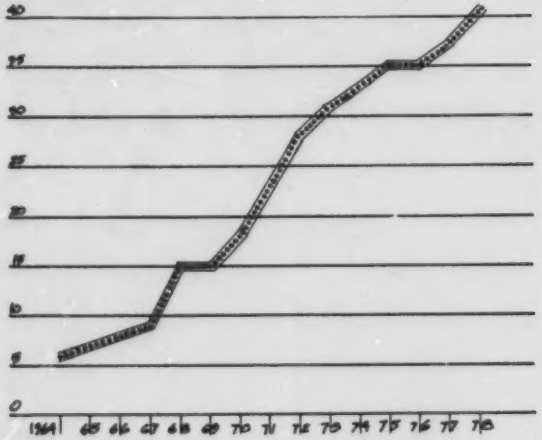
Indian cultural/educational centres have been funded by the Indian Program since 1972. There are 57 centres operated by Indians, with current annual funding of $5 million compared to $1.7 million in 1972.

These centres, which employ about 425 Indians:

- research and record various aspects of Indian culture
- develop educational resource material and personnel
- provide exhibitions, publications and meetings for contemporary Indian cultural expression
- provide counselling, particularly in the education system, and support for Indians away from their communities.

SOCIAL CONDITIONS
cultural heritage

INDIAN-ORIENTED NEWSPAPERS AND MAGAZINES



sources:
Periodical Files of National Indian Brotherhood Library, National Library and DIAND Library

Communications (newspapers, magazines, radio and television programming) of various kinds among Indians and natives have improved in the last 10 to 15 years, partly through support for native communications provided by the Secretary of State Native Communications Program, involving approximately $1.5 million per year since 1972.

- There are now more than 35 Indian and native-oriented newspapers and magazines.
- There are now regular native-language radio broadcasts in the north in a number of western provinces. There is also one regional half-hour program per week of native-language television broadcasting.
- Countervailing these improvements has been the expansion of non-native television programming in virtually all inhabited areas of the country.

NATIVE STUDIES
Full University Departments

INSTITUTION	DATE ESTABLISHED		FIRST YEAR ENROLMENT	CURRENT ENROLMENT
LAURENTIAN UNIVERSITY	1971 1974	PROGRAM FULL DEPARTMENT	64 (5 NATIVE)	791 (260 NATIVE)
LETHBRIDGE UNIVERSITY	1974 1975	PROGRAM FULL DEPARTMENT	(25 NATIVE)	200 (90 NATIVE)
UNIVERSITY OF MANITOBA	1974 1975	PROGRAM FULL DEPARTMENT	85	165 (40 NATIVE)
TRENT UNIVERSITY	1969 1971	PROGRAM FULL DEPARTMENT	28 (5 NATIVE)	541 (75 NATIVE)
BRANDON UNIVERSITY	1971 1975	PROGRAM FULL DEPARTMENT	300 (65 NATIVE)	200 * (50 NATIVE)

* This number represents only those enrolled on the main campus. Many off-campus courses are now offered by Brandon.

sources:
Departments of Native Studies, universities cited.

Awareness and interest in Indian and native culture on the part of the Canadian population has also increased during the last few years. For example, a number of universities have established native studies programs. A sample of five universities with full native studies departments shows that enrolment in these programs has more than tripled since their formation.

Another indicator of public awareness is an increase in interest in contemporary Indian art. In the last five years the work of contemporary Indian artists, particularly the Woodland artists and the West Coast schools, have become well known in international as well as Canadian art markets.

The expansion of museum collections of contemporary Indian art reflects this recognition of Indian artistic expression. For example, the Royal Ontario Museum has 114 pieces in a collection which did not exist in 1965. The B.C. Provincial Museum has nearly 600 pieces, and the National Museum of Man has 700 pieces by contemporary Indian artists in a collection which was begun in 1967.

CULTURAL HERITAGE: IMPLICATIONS

- Indians interviewed felt that maintenance and support of Indian culture was essential to Indian social well-being and that Indians now feel freer to pursue their cultural identity.
- There has been a major increase in Indian cultural expression in the last 20 years in the form of pow-wows and other types of traditional gatherings, improved communications and the recognition of contemporary Indian artists.
- Use of Indian languages seems to be at least stable.

Footnotes to Graphic Sources

1. Growth Rate:

Registered Indian population 1924-77,
Program Statistics Division
DIAND

Registered Indian population projections according to medium fertility assumptions for Canada 1973-1990,
Demography Section
Program Statistics Division
Management Co-ordination Branch, June 1977

Population 1921-1971
Revised Annual Estimates of Population by Sex and Age Group - Canada and Provinces Statistics Canada (Series 91 512), July 1973

Also Statistics Canada Population Estimates 1971-76 (Series 91 518), June 1979.

2. Illness:

a) Figures for all Canadians are for 1975.

b) The figure represents the total number of admissions; *i.e.*, an individual is counted each time admitted to hospital.

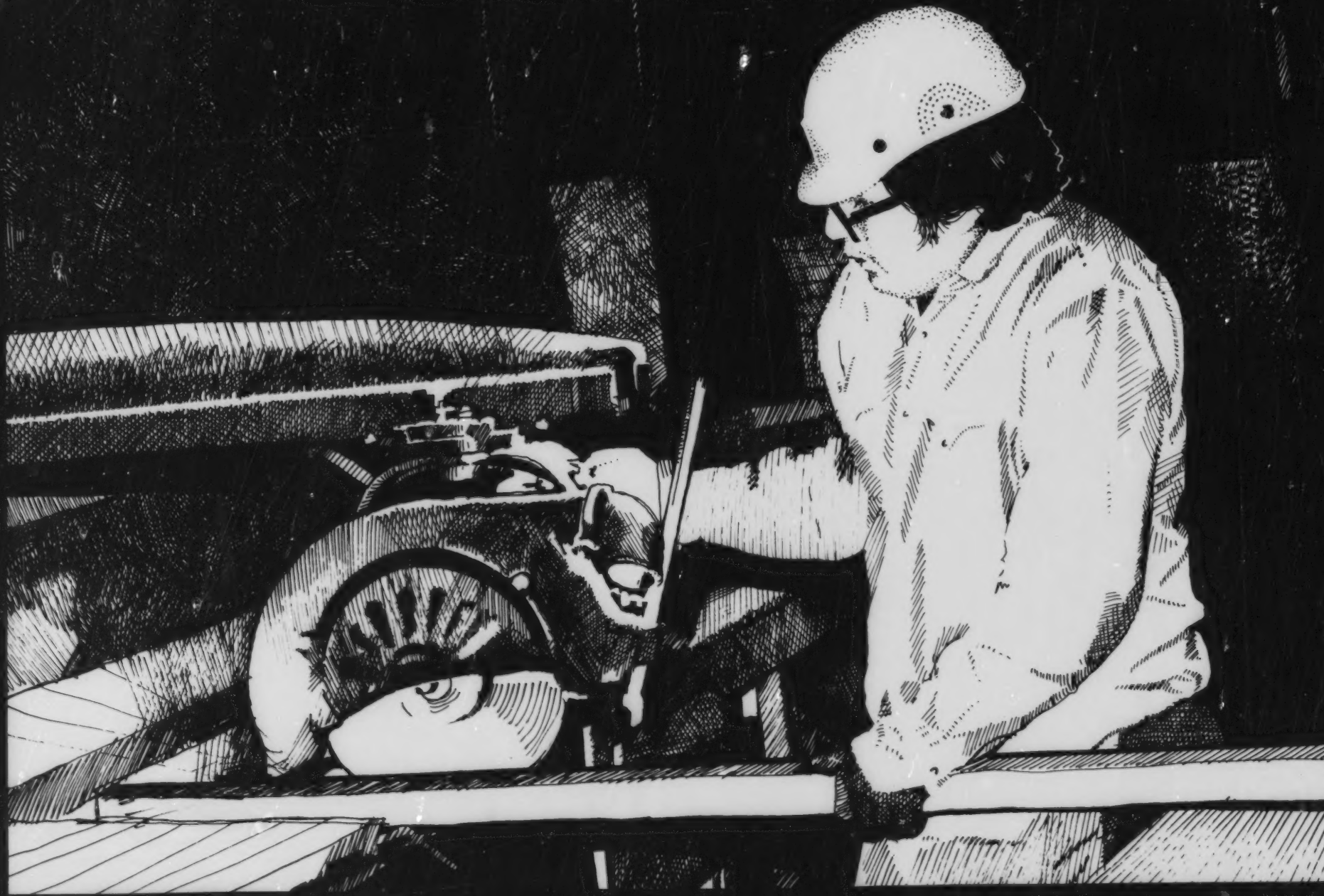
c) The native sample includes registered Indians from Saskatchewan and British Columbia and persons residing on reserves in Alberta.

3. Natives in Prison:

a) Includes Indians and Métis

b) Unit of count is persons sentenced to institutions, not admittance.

ECONOMIC CONDITIONS



CONTENTS

This chapter describes changes in Indian economic conditions over the last 10 to 20 years, including:

- Summary
  - conditions in the 1950's and 1960's
  - recent changes
  - perspectives and comments
- Education
  - elementary
  - secondary
  - post-secondary
- Labour force and employment
- Reserve development potential
- Economic development

ECONOMIC CONDITIONS
summary

CONDITIONS IN THE 1950's AND 1960's

In terms of education, in 1958-59 the Indian Affairs Branch *Review of Activities* found that school attendance was about 63 per cent of the eligible population.

Indian enrolment in universities in 1963 was 57 students.

In 1966, *A Survey of the Contemporary Indians of Canada* found that only 6 per cent of children who entered school in 1951 stayed through to grade 12, with the greatest drop-out occurring between grades 1 and 2 and then after grade 7. The *Survey* found that the average Indian student was 2.5 years behind his national counterpart.

The *Survey*, which recommended that Indian education be integrated into the provincial school system, identified a number of problems in education for Indians, including:

- different values in the education system (then predominantly non-Indian)
- negative experience and early failure of Indians entering school
- limited support from Indian parents and communities to maintain children in the system
- school administrations insensitive to the particular needs and interests of Indian children.

In respect to employment and economic development opportunities, *A Survey of the Contemporary Indians of Canada* observed:

> ... the Indian population constitutes a group economically depressed in terms of the standards ... accepted in Canada. They are not sharing equally with others in proportion to their numbers in the material and other gains ... and there are indications that the gap between Indians and non-Indians has been widening.

The *Survey* found that, among those of working age (about 45 per cent of the population compared to 65 per cent for non-Indians), less than 30 per cent worked more than nine months per year. The average earnings for Indian workers were $1,361 compared to about $4,000 for non-Indians. In the *Survey's* sample, one-third of the households were dependent on social assistance.

The *Survey* noted that almost 50 per cent of all Indian jobs were concentrated in primary or resource-based industries. About 14 per cent of jobs were in the skilled category, but tended to be short-term.

The *Survey* identified a number of factors that influenced Indian economic conditions, including:

- physical isolation of reserves from job opportunities
- lack of appropriate skills
- unreceptive attitudes of potential employers and fellow workers
- a relatively high Indian motivation towards self-employment or individual proprietorship, and a consequent aversion to traditional employer/employee relationships
- kinship obligations which result in sharing of wages and profits and consequently diminish:
  - discretionary investment capital
  - incentives for work
- lack of emphasis on monetary and material rewards for work
- an overly-protective government administration system for Indians, which fostered isolation and dependence among Indians.

RECENT CHANGES

During the last 10 to 20 years:

- Education levels and skills have improved. Participation in elementary schools is close to the national level. Attendance at university has increased 10 times in the last 10 years, although participation is half the national rate.
- Total attendance in secondary schools has increased since 1969 by 50 per cent, although participation rates are declining from their peak in 1972-73. Retention through to the end of secondary school is about 20 per cent compared to a national rate of 75 per cent.
- The Indian working-age population (15-64), which was relatively stable between 1966 and 1976, will expand rapidly in the early 1980's to about two-thirds of the Indian population by the mid-1980's.
- This increase in the working-age population is taking place in an on-reserve employment market unable to satisfy current requirements and an off-reserve employment market already saturated by the previous national "baby boom" population.
- More Indians, though the same proportion, are working than 10 years ago, more consistently throughout the year, and more in "white collar" jobs, but average Indian incomes are probably one-half to two-thirds of national levels.
- Indian unemployment remains at about 35 per cent of the working-age population, including those following traditional life styles.
- The increased capacity among Indian people to work in the general economy is partly the result of an increase in economic development investment during the past 10 years ($250 million compared to $50 million in the previous 10 years).
- Despite improvements, Indian participation in the national economy remains characterized by inexperience and caution on both sides.
- Resources on reserves are extensive and, taken together, might support the current Indian population, but:
  - Resources are not evenly distributed, and there is little economic interaction among Indian communities.
  - Much of the resource base requires long-term development and is capital-intensive.
  - Reserves are not able to meet existing requirements for about 50,000 jobs.
- Indians are restricted under the Indian Act now, as they were 20 years ago, in the degree and manner in which they may develop and exploit reserve resources. Reserve lands are held by the Crown for Indian use, and therefore cannot be managed and exploited simply as a community asset.
- An aggregate investment of over $250 million has been made in Indian economic development in the last 9 years, resulting in more than 10,000 permanent jobs and at least 2,000 continuing projects.

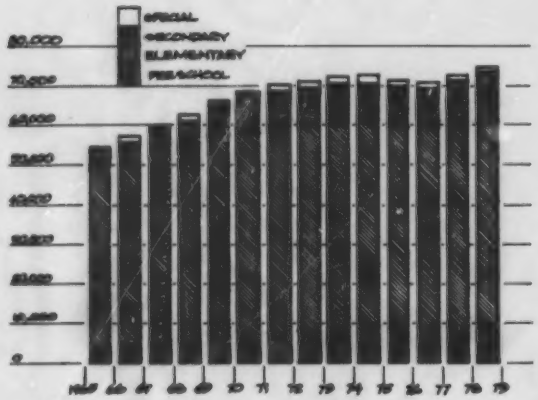
ECONOMIC CONDITIONS
summary

PERSPECTIVES AND COMMENTS

Indians and officials interviewed for this report felt that economic conditions had improved substantially for Indians over the last 20 years. They felt that levels of education had improved, jobs on and off reserves are more readily available, there is more cash in Indian hands, and Indians are better accepted in the general economy.

Information collected seems to confirm these views, but the improvement is relative. Compared to the national population, Indians remain disadvantaged: they experience higher levels of unemployment; their communities are isolated from labour markets; their participation in the national economy has been limited to the last 20 years; and their legal status further limits opportunities.

SCHOOL ENROLMENT

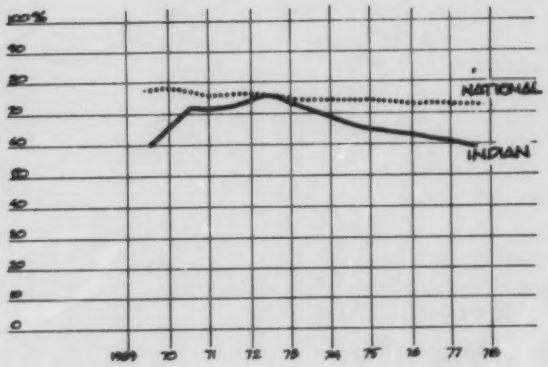


source:
Nominal Roll, Finance and Management Branch, DIAND, 1978.

The proportion of Indian children enrolled in elementary school has virtually matched national participation levels.

SECONDARY SCHOOL PARTICIPATION

% 14-18 Year Age Group Enrolled in School

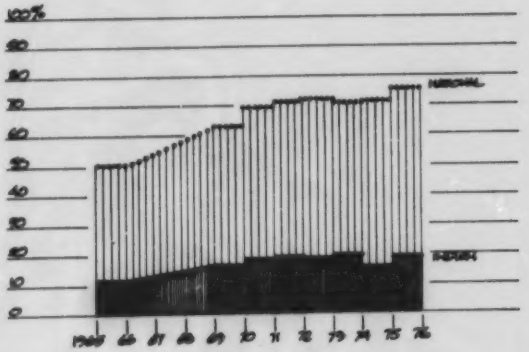


source:
Nominal Roll, Finance and Management Branch, DIAND, 1979.

While total secondary education enrolment has more than doubled since 1965, the proportion of children enrolled has been steadily declining since a peak in 1972-73.

RETENTION:

% Students Remaining to Grade 12 from Grade 2, Ten Years Earlier



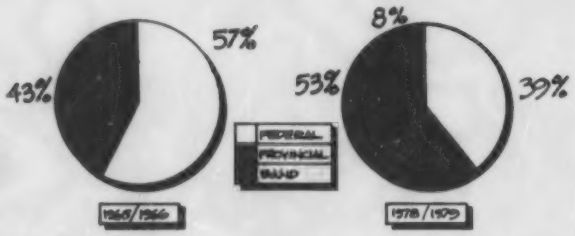
sources:
(1) *Education in Canada*, Cat. no. 81-229, Statistics Canada

(2) Re-calculation of Table E-1, E-11 in "Socio-Economic Forecasts for Registered Indians in Canada 1976-77 to 1989-90," by D.E. Stewart, P.R.E., DIAND, 1977

Successful school completion (retention) among Indian students has improved modestly in the last 15 years (particularly between 1965 and 1970), but the Indian rate remains less than one-quarter of the national rate.

ECONOMIC CONDITIONS
education

ENROLMENT BY SCHOOL TYPE
Elementary and Secondary School Levels



source:
Education & Skill Development Branch, DIAND, 1979.

Indians (depending on the band, its location, size, and the type of schooling required) may attend:

- Federal schools: schools operated directly by the federal government (DIAND) in Indian communities in which all school professional staff are federal public servants.
- Provincial schools: regular schools operating within provincial systems attended by Indian children under tuition and capital contribution agreements between local school boards and the federal government (DIAND).
- Band schools: schools operated directly by a band or bands financed by the federal government (DIAND).

Changes in attendance among the three types of schools reflect two policies followed by the Department:

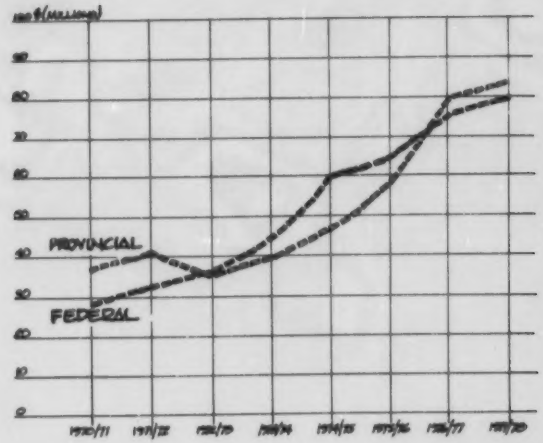
- From about 1960 to 1970, emphasis was placed on developing arrangements with schools in provincial systems.
- From about 1970, emphasis has been on developing schools in Indian communities, ideally operated by Indian bands. The first school turned over to an all-Indian school board was Blue Quills in Alberta in 1970-71. There are now over one hundred band schools.

The proportion of children enrolled in provincial schools outside of Indian communities has increased in every region, reflecting the difficulties in providing more senior and specialized educational facilities in small Indian communities, but also resulting in lower participation levels.

The development of band schools has taken place largely in western provinces.

Indian control of education and accessibility appear to be influencing factors in secondary participation. In the limited areas where bands have assumed responsibility for secondary education and, to a lesser degree, where provincial schools are close to Indian communities, the retention rates for Indians are higher.

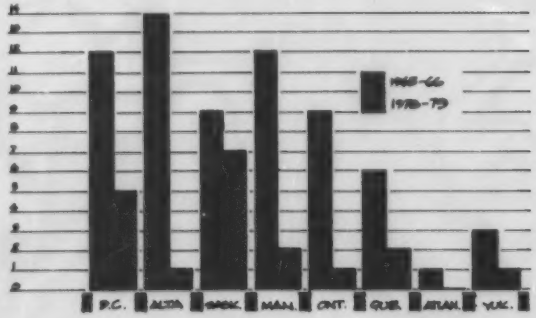
FEDERAL AND PROVINCIAL SCHOOL EXPENDITURES
Operation and Maintenance Costs Only



source:
Financial Management Reports, DIAND.

The proportion of expenditures on non-federal schools corresponds with the distribution of pupils.

STUDENT RESIDENCES

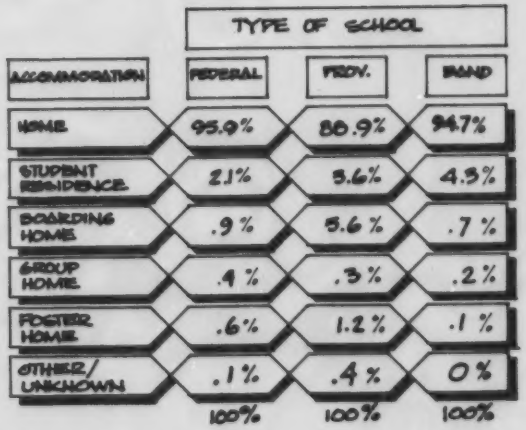


source:
Statistics Division, DIAND

Since the late 1930's DIAND has operated residential schools, first through arrangements with various churches and, in the last few years, directly. From about 1950 they were used primarily for secondary education, but continued to provide elementary education to children from remote reserves and institutional care for children who had been removed from their parents' control.

Starting in the late 1960's, residential schools have been systematically closed down. Those remaining (mostly in Saskatchewan) have been converted to Indian-run student residences.

STUDENT ACCOMMODATION
1977-78

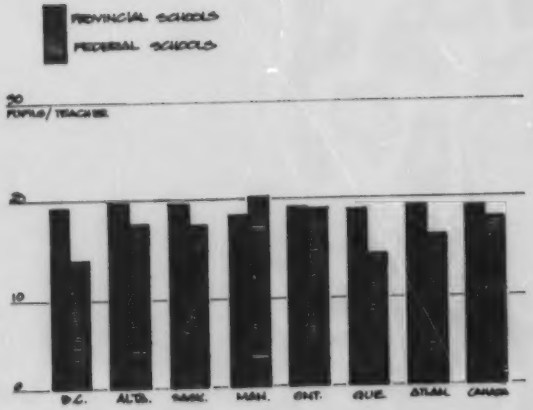


source:
Statistics Division, DIAND.

More recently, accommodation requirements have been met through boarding and group homes.

Despite the inaccessibility of provincial schools (generally secondary), the proportion of Indian students living away from home is relatively low. This reflects both a preference for living at home while commuting by bus and/or a reluctance to attend schools remote from communities.

PUPIL/TEACHER RATIO
1978

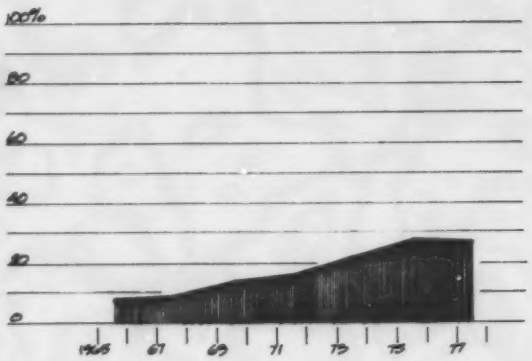


source:
"Standardizing Staffing Levels and Procedure in Federal Schools: a Proposal," unpublished report, Education and Skill Development Branch, DIAND, 1979.

Although federal schools, having smaller student populations, have a lower pupil-teacher ratio than provincial schools, they face higher instruction costs and a tendency to combine several grades into a single class.

ECONOMIC CONDITIONS
education

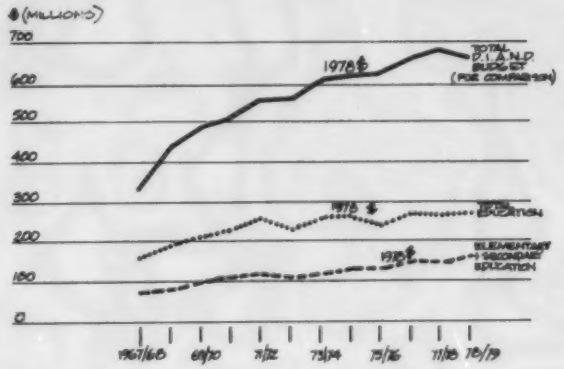
INDIAN TEACHERS
% of Teaching Staff in Federal Schools



source:
Statistics Division, DIAND, 1979.

The proportion of Indian teachers on staff with federal schools has tripled since 1966, although it appears to be stabilized between 25 and 30 per cent.

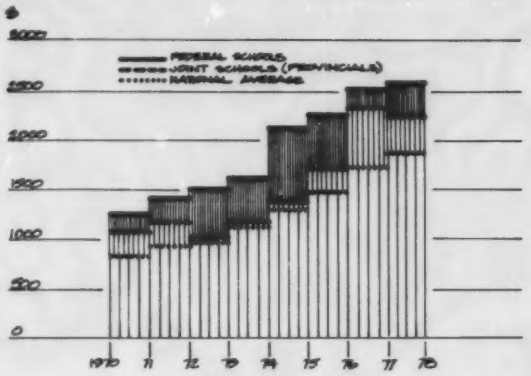
EDUCATION EXPENDITURES
In 1978 $



source:
Financial Management Reports, DIAND

Expenditures on education have been relatively stable in constant-dollar (1978 $) terms since 1971.

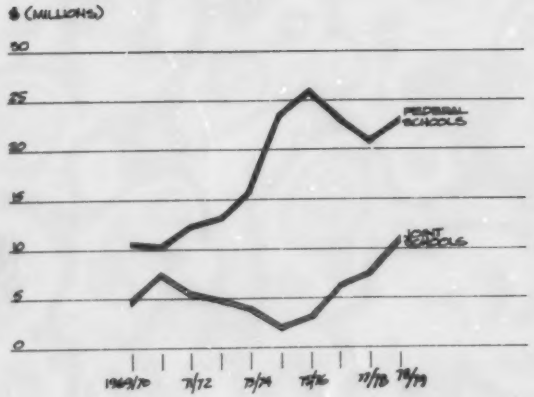
EDUCATION COSTS
Per Student



source:
Financial Management Reports, DIAND.

The higher costs for federal and joint schools reflect their smaller and less efficient size and rural locations. Although per-student costs for federal and joint schools – like the national average for non-Indian schools – have doubled since 1970 in current-dollar terms, this represents a modest decline (about 3 per cent) in constant-dollar terms.

CAPITAL EXPENDITURES ON EDUCATION

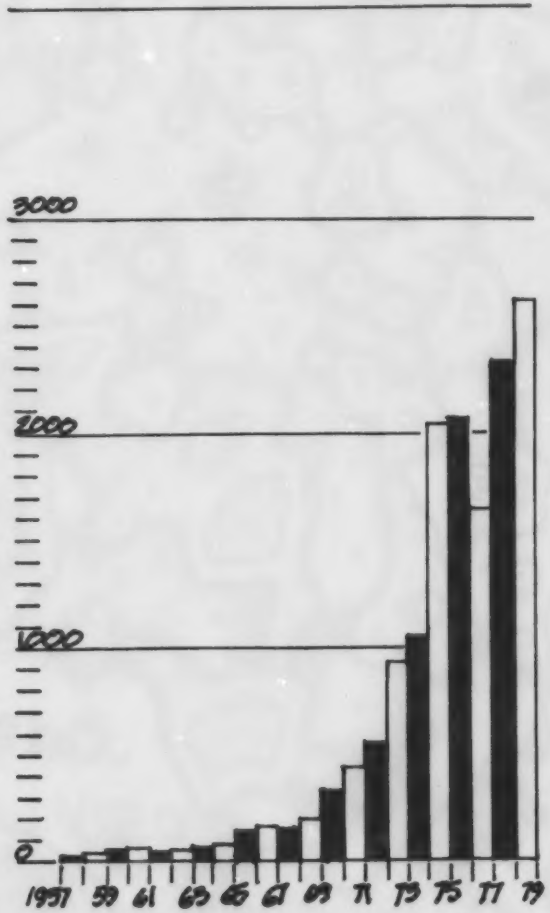


source:
Financial Management Reports, DIAND.

The growth in capital expenditures on federal schools (including band schools) since 1970 reflects:

- renewed emphasis on community schools
- an effort to upgrade the quality of school facilities.

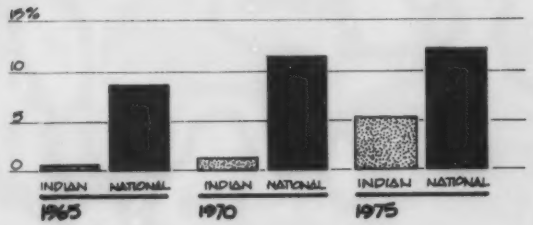
UNIVERSITY ENROLMENT



source:
Employment and Related Services Division, DIAND, 1978.

UNIVERSITY ENROLMENT

% of Population 18-24 Years



sources:
(1) *Education in Canada*, Cat. no. 81-229, Statistics Canada

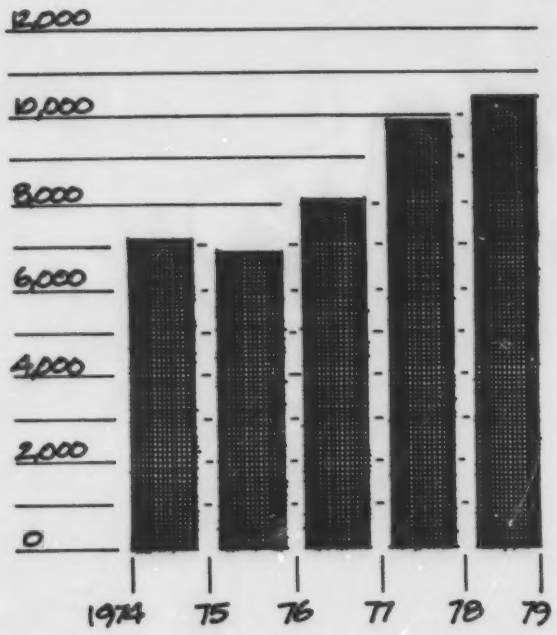
(2) "Post-Secondary Courses for Indian Students," 1965, 1975, DIAND

(3) "Registered Indian Population by Age, Sex and Residence for Canada," 1965, 1970, 1975, DIAND

University enrolment has shown great proportional and numerical improvement over the last 15 years, but participation is one-half the national level. This is probably a reflection of the number of Indians who do not complete the secondary level.

ECONOMIC CONDITIONS
education

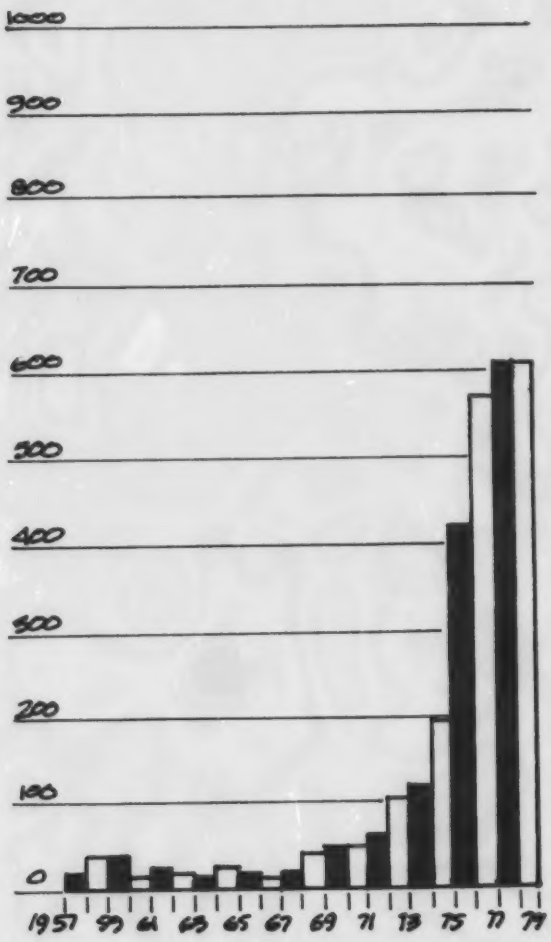
UNIVERSITY SUPPORT FUNDING
University and Professional Training ($ thousands)



source:
Financial Management Reports, DIAND

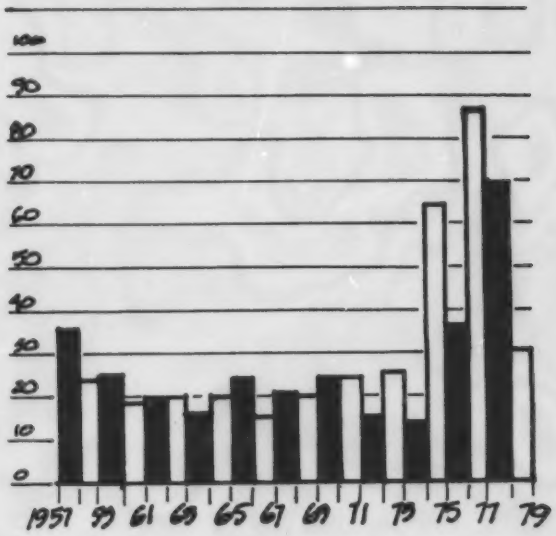
Funding for university education is provided by DIAND both for tuition and maintenance. This support is intended to encourage Indian attendance at university and may have contributed to increases in enrolment since 1975.

TEACHER TRAINING
Enrolment in Post-Secondary Institutions



source:
Employment and Related Services Division, DIAND, 1978.

NURSING
Enrolment in Post-Secondary Institutions

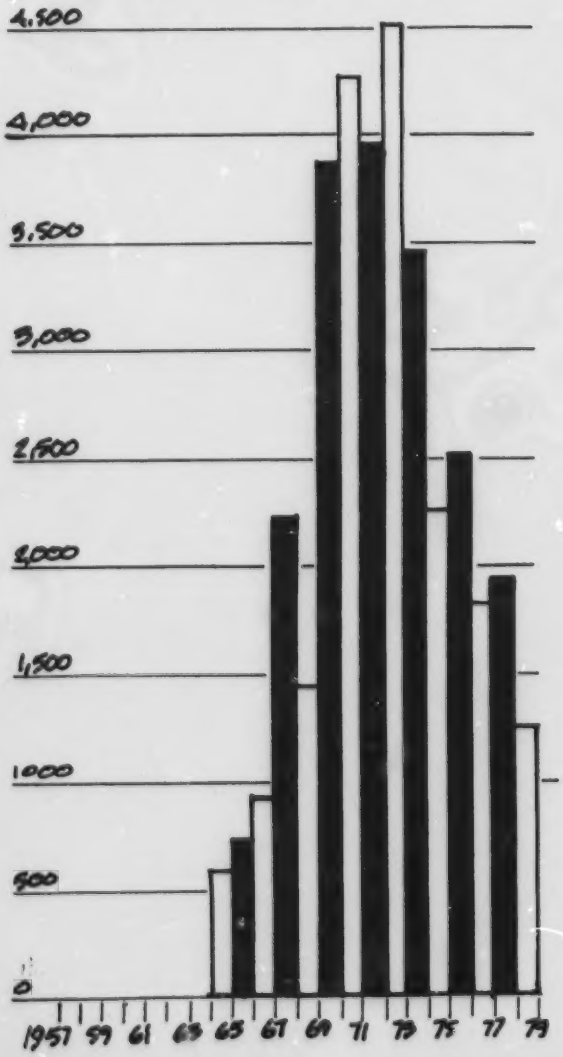


source:
Employment and Related Services Division, DIAND, 1978.

Professional education has increased, particularly to meet demand for Indian teachers and health workers. In addition to the hiring of teachers and teacher aides in federal schools, band schools provide opportunities for employment for teachers and health workers.

PRE-VOCATIONAL TRAINING

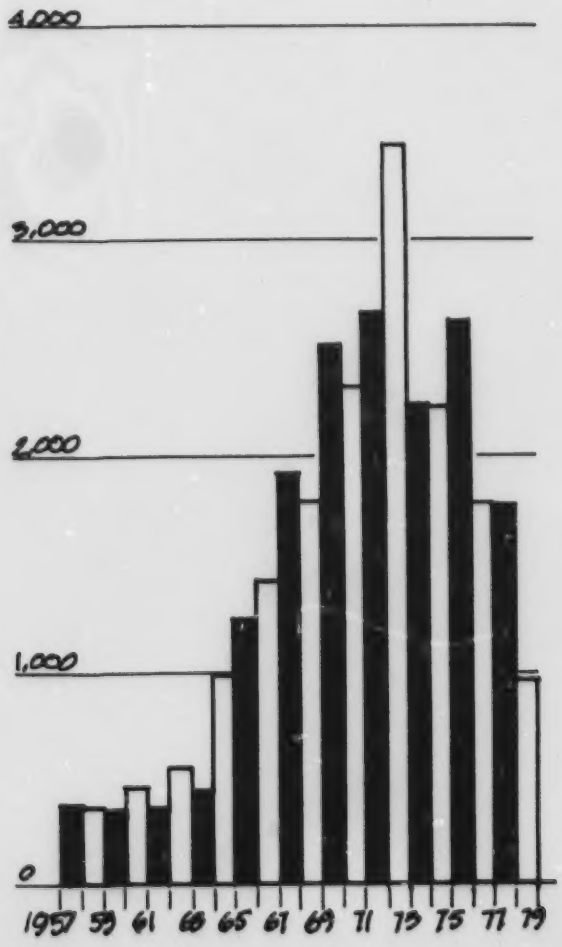
Enrolment in Post-Secondary Institutions



source:
Employment and Related Services Division, DIAND, 1978.

VOCATIONAL TRAINING

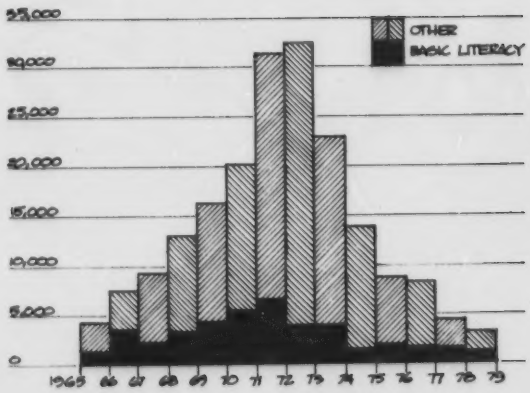
Enrolment in Post-Secondary Institutions



source:
Employment and Related Services Division, DIAND, 1978.

ADULT EDUCATION

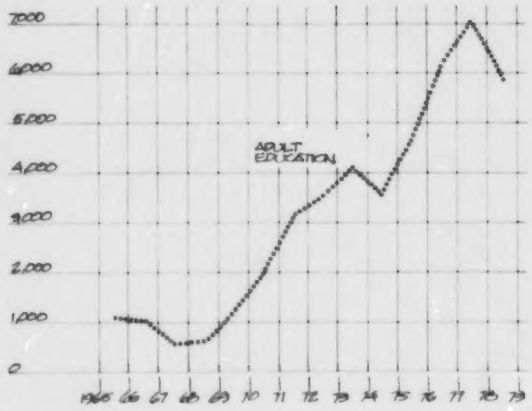
Enrolment



source:
Annual reports, Education Branch, DIAND

ADULT EDUCATION

Expenditures ($ thousands)

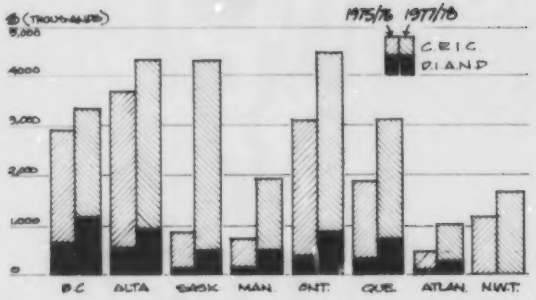


source:
Financial Management Reports, DIAND.

There appears to have been a decline in various forms of vocational and adult education from high levels indicated in the early and mid-1970's. This reflects a new movement into community colleges (partially supported through transfers to provinces under Established Program Funding arrangements) as well as increased use of programs funded through the Canada Employment and Immigration Commission (CEIC). Enrolment in these programs is difficult to record accurately and therefore the information is not included in these charts.

TECHNICAL TRAINING

Expenditures



sources:
(1) Unpublished data, CEIC.
(2) Financial Management Reports, DIAND

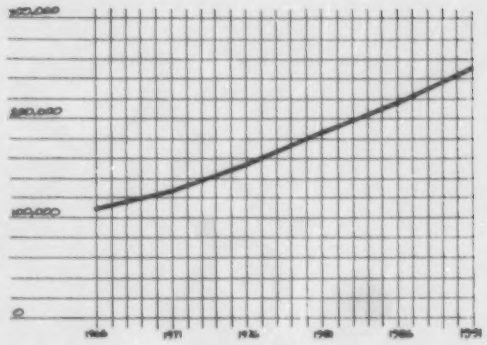
Between 1975-76 and 1977-78, expenditures on technical training increased from $15 million to $24 million. Of this, approximately 80 per cent was provided through CEIC programming.

EDUCATION: IMPLICATIONS

- Improved participation in elementary education may increase labour force participation in the future, but this may be more than offset by the decline in secondary school participation.
- Secondary schools, as well as vocational and skill training, are usually unavailable within Indian communities. This may reduce Indian participation.
- Lower participation in secondary schools, particularly among the 14-17 age group, may partially reflect the current inability of provincial schools to help Indian students adjust to a new environment.
- Increased Indian attendance at universities, community colleges and government training programs indicates increased Indian interest in education, and suggests that an inordinate proportion are being discouraged at the secondary level.

ECONOMIC CONDITIONS
labour force/employment

WORKING-AGE POPULATION
Population (15 - 64 Years)



source:
A.J. Siggner, "Growth of the Active Population, Age 15 to 65, Among Canadian Registered Indians from 1975 to the year 2000: Short and Long Term Issues," Departmental Statistics Division, DIAND, 1975

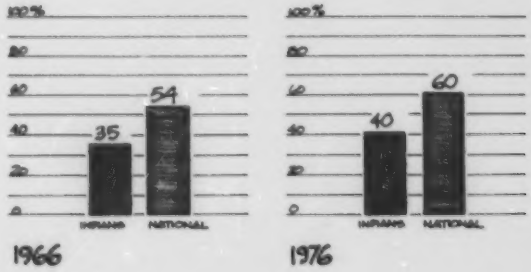
The 15-64 age group (working-age population) is generally considered to be the productive and principal demand-creating component of the population. Among Indians, the group:

- by the mid-1980's will have a much higher proportion between 15 and 29 years than the similar group in the national population
- will grow much faster (from 54 per cent in 1976 to 66 per cent of the Indian population in 1991) than the similar group in the national population.

The working-age population (15-64 years) as a proportion of the total Indian population increased from 48 to 54 per cent between 1966 and 1976 and was lower than the comparable group in the national population.

The maturation of the Indian "baby boom" of the 1950's and early 1960's will result in a rapid increase in the working-age population both in absolute numbers and as a proportion of the population. In the next 10 to 15 years, it is estimated that the net increase in the Indian working-age population will be 50-60,000 – an average of 4-6,000 per year (the creation of permanent jobs through Indian economic development has recently averaged slightly more than 1,000 per year). This increase is taking place in an on-reserve employment market unable to satisfy current requirements and an off-reserve employment market already saturated by the previous national "baby boom" population.

LABOUR FORCE PARTICIPATION
On-Reserve Indians of Working Age
Either Working or Actively Seeking Work
in Wage Pursuits, Compared to National Pattern



sources:
(1) 1966: H.B. Hawthorn, ed., *A Survey of the Contemporary Indians of Canada*, Indian Affairs Branch, Ottawa, 1966.

(2) 1976: *Labour Force survey*, Special tabulation of 1976 Census for reserves only.

Participation in the wage economy labour force (persons of working age, either working or actively seeking work) in both Indian and national populations has increased modestly in the past 10 to 15 years, but the Indian rate remains approximately two-thirds of the national rate.

Factors which influence the level of Indian participation in the labour force include:

- lack of suitable jobs near and in Indian communities, which discourages active job search
- the number of Indians pursuing traditional life styles (hunting and fishing), and therefore not included in labour force for wage employment.

NON-WAGE ACTIVITIES
Sample Communities

sources:

(1) K. Sieciechowiez, "The People and the Land Are One...," *For Generations Yet Unborn: Ontario Resources North of 80*, CASNP Bulletin, 18:2, 1977, pp. 16-20.

(2) Ballintyre *et. al*, Aski Puke: The Land Alone 1977.

(3) *Social and Economic Impact of Proposed Arctic Gas Pipeline, v. 2,3:* Gemini North Limited, 1975.

(4) T. Berger, *Northern Frontier, Northern Homeland, v. II*, 1977.

Indians participate in both wage and non-wage sectors of the economy, and a substantial proportion of income for many communities is derived from non-wage ("traditional") pursuits – hunting, fishing, trapping, lumbering, gathering and farming. These activities provide income-in-kind and an employment that is not included in labour-market definitions. The value of the non-wage sector in three sample communities varied between 41 and 58 per cent of total community income. Nationally, the equivalent of 10 to 15 per cent of the working-age population is involved in non-wage employment.

UNEMPLOYMENT

Recent estimates of Indian unemployment have ranged from 35 to 75 per cent of the labour force (proportion of working-age population – 15-64 years – employed or actively seeking work). These estimates vary in part because of the absence of reliable surveys but largely because of varying assumptions about the labour force participation rate.

There are a number of surveys suggesting that Indian labour force participation is about 40 per cent and employment rates about 32 per cent of the working-age population, compared to about 60 per cent and 56 per cent for the national population. Based on this information, Indian unemployment would be over 18 per cent compared to 8 per cent of the national labour force.

At the same time, it is estimated that 10 to 15 per cent of the Indian working-age population is involved in non-wage ("traditional") pursuits, although these activities are not included in standard definitions of employment for economic planning purposes. There are no estimates available of those pursuing non-wage activities in the national population.

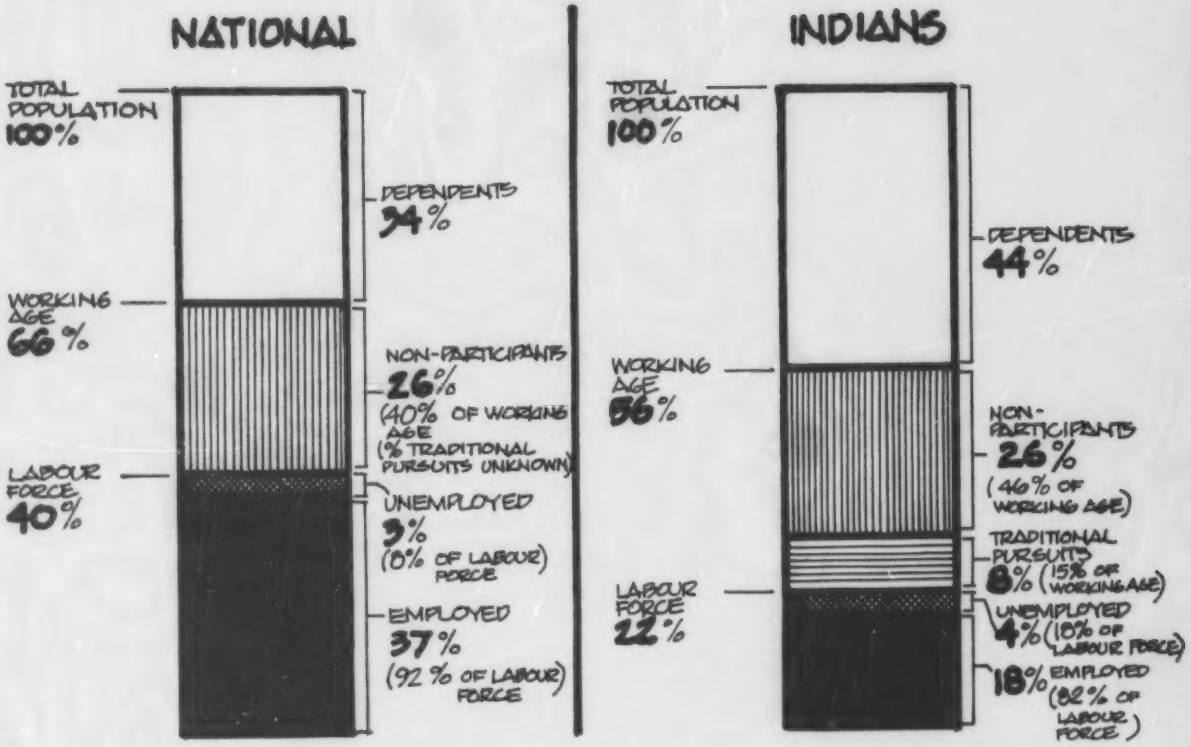
In light of rapid increase in the size of the working-age population over the next 10 years, the number of Indian workers unemployed (in the absence of expanded job creation) will be between 30,000 and 40,000.

ECONOMIC CONDITIONS
labour force/employment

The most optimistic estimate of the number of jobs created by Indians in the last 10 years as a result of an aggregate investment of over $250 million is about 10,000-12,000 permanent jobs (net per-job cost of about $20,000).

Based on available information, it is clear that compared to national standards, a much smaller proportion of the Indian population involved in wage and traditional employment has been required to support a much larger dependent population and probably with significantly lower incomes.

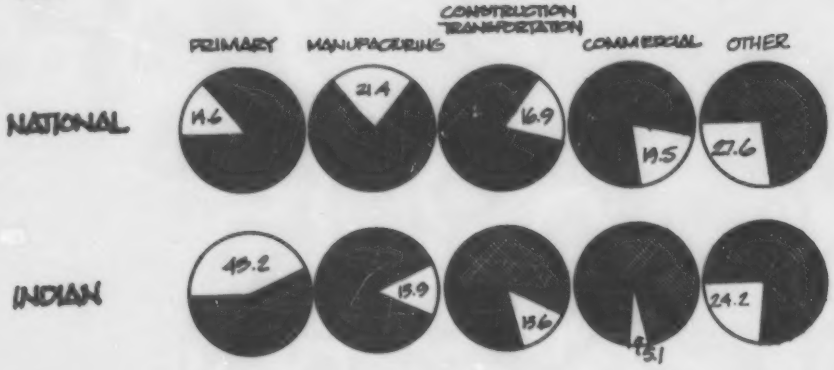
LABOUR FORCE/EMPLOYMENT
1978/79



OCCUPATIONS

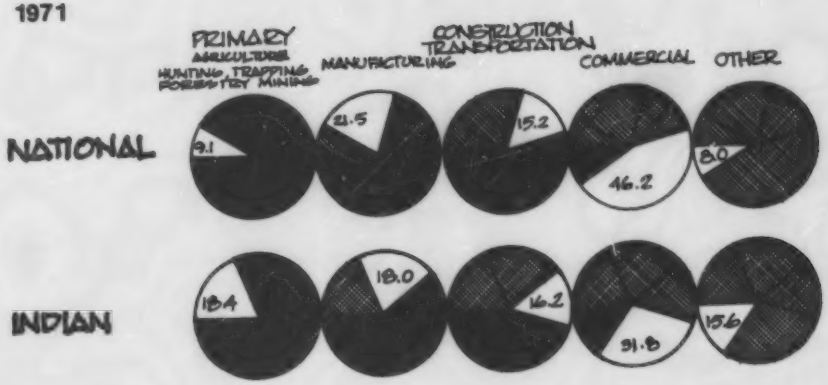
% of Employed Indians in Major Industries
Compared to National Pattern

1961



source:
Industries: Industries by Sex, Showing Period of Immigration, Birthplace and Ethnic Group for Canada and the Provinces, 1961 Census, microfiche, Statistics Canada.

1971

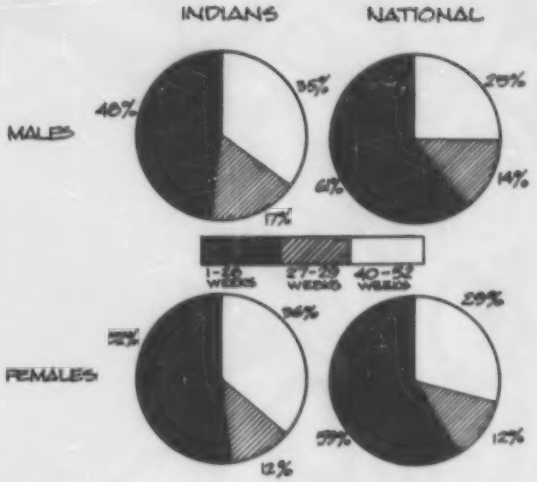


source:
Industries: Industries by Sex, Showing Period of Immigration, Birthplace and Ethnic Group for Canada and the Provinces, 1971 Census, Cat. 94-754, III:5, Statistics Canada.

Indians are becoming less involved in labour-oriented activities and more involved in "white collar" work in the commercial and social service sectors. This type of work is not necessarily suited to the location of the on-reserve population.

ECONOMIC CONDITIONS
labour force/employment

SEASONAL EMPLOYMENT
Weeks Worked by Employed Workers
1970



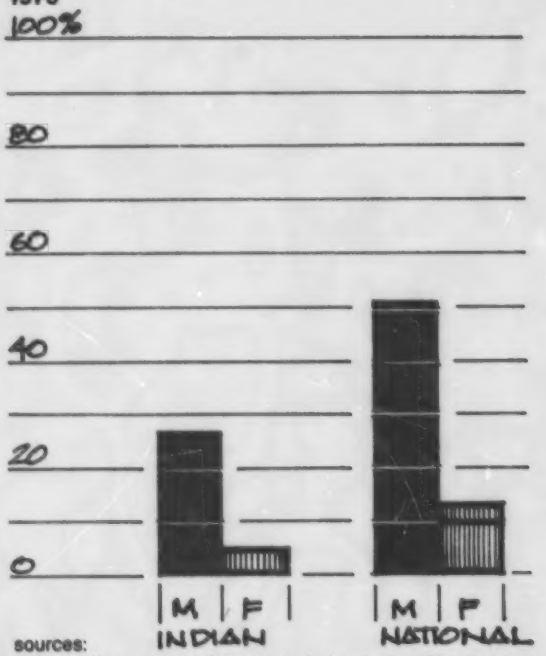
sources:
(1) Census of Canada, Cat. no. 94-764, III:6, Statistics Canada, 1971

(2) Percentages for Registered Indians from unpublished 1971 Census tabulation, provided to the Indian Program by Statistics Canada

It is likely that a high percentage of Indian jobs in all sectors do not provide full-year employment, in spite of the relatively large component working in the social service and commercial sectors.

Although the most recent data available showed that about 35 per cent of Indians are employed half a year or less, this represents a considerable advance over 51 per cent in the 1960's, as reported in *A Survey of the Contemporary Indians of Canada.*

INCOME
Employed Workers Earning More Than $6,000/Year
1970

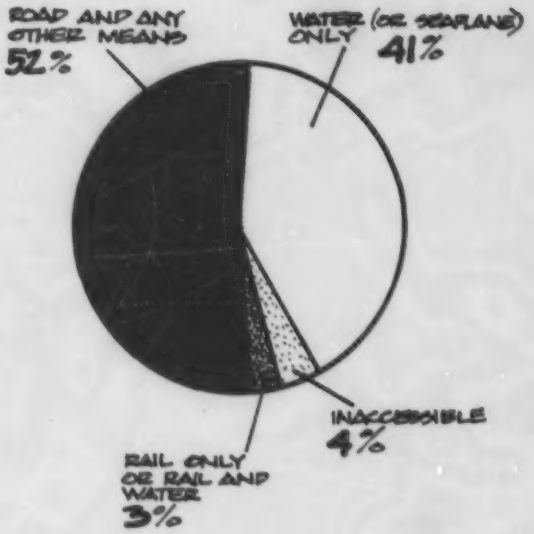


sources:
(1) Indians: unpublished tabulation from 1971 Census, Statistics Canada

(2) National: 1971 Census, Cat. 94-764, III:6, Statistics Canada

Information about individual income for employed Indians is poor. The 1966 *Survey* estimated that 62 per cent of employed Indians earned less than $2,000 in 1970. In the same year, 27 per cent of employed Indian men earned more than $6,000, compared to 51 per cent of employed men nationally. Information from the 1971 and 1976 Census suggests that average wages and income for Indians, even when employed, are still well below national levels.

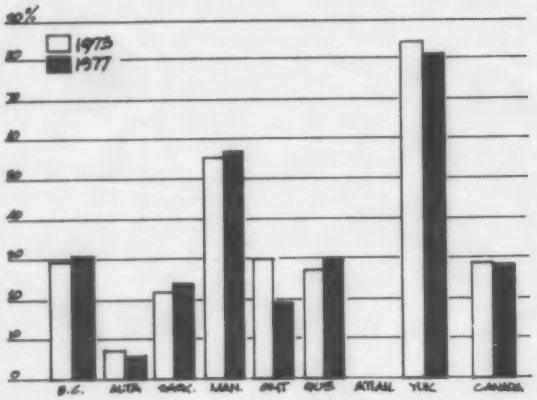
RESERVE ACCESSIBILITY:
% Accessible By:
1977



source:
Reserve Data Record, 1977, DIAND

ACCESSIBILITY

% Indian Population Living in Remote Locations



sources:

(1) *Economic classification - Indian Bands of Canada*, Indian-Eskimo Development Branch, DINA, December, 1973.

(2) *Registered Indian Population by Region, by Residence, by Geographic Classification as of Dec. 31, 1977*, Research Branch, DIAND, 1979.

Despite improvements in transportation, through construction of road, rail and air linkages, and the opening of remote areas through resource-development projects, Indians remain isolated from labour and commodity markets:

- Approximately two-thirds of the Indian population live in rural or remote areas, a large proportion of which are accessible only by water or air.
- The proportion of Indians living in high unemployment regions is slightly more than twice the national proportion.

LOCAL LABOUR MARKET

% Population Living in High Unemployment Areas

sources:

(1) CEIC

(2) Statistics Canada

(3) Statistics Division, DIAND

Resource development activities and expanding economic development in western provinces may improve opportunities for Indians on reserves there.

Nonetheless, the increasing problem of finding adequate jobs on reserves is reflected in the increase in migration off reserves – from 16 per cent in 1966 to about 30 per cent in 1979.

MOBILITY PROGRAM EXPENDITURES

	$ 000's	FAMILIES RELOCATED
1974-75	233	255
1975-76	117	43
1976-77	154	167
1977-78	179	202

source:
Financial Management Services, DIAND

Services are provided to assist Indians in finding and moving to jobs. Indians have access to regular employment programs through Canada Employment Centres and the Canada Mobility Program, as well as assistance provided by DIAND.

Labour market services also work with Indians directly through "Outreach" programming, which provides Indian counsellors in Indian communities to assist in finding suitable employment. This program has been in operation since 1972, with an annual expenditure of $685,000 between 1974-75 and 1978-79.

An off-reserve housing program provides equity (up to $10,000) and loan assistance to help Indians buy houses in non-Indian communities, thereby aiding migration to areas with better employment opportunities. This is used by about 180 families a year, with an annual expenditure of $1.1 million in 1978-79.

LABOUR FORCE AND EMPLOYMENT: IMPLICATIONS

- The increase in the working-age population of 50,000-60,000 over the next 10 to 15 years will far exceed recent rates of on-reserve job creation and will occur in an off-reserve employment market already saturated by the earlier national "baby boom."
- The low levels of labour-force participation reflect a continuing reliance on traditional pursuits as well as dependence on social support.
- In the absence of successful job creation, social support for increasing numbers of unemployed Indians may double over the next 10 to 15 years.
- Despite improvements in education and shifts toward more active involvement in professional pursuits, Indian earnings are still below national levels.
- Both expanded on-reserve economic development and improved access to off-reserve labour and commodity markets cannot be achieved in time to provide sufficient job opportunities on reserves for the rapid increase in the working-age population over the next 10 years, without an immediate and massive focus on Indian economic development.

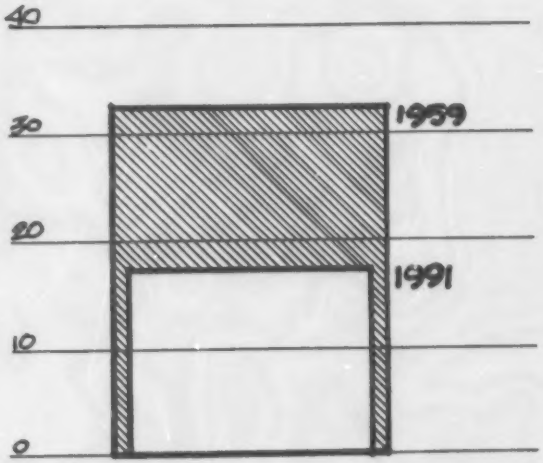
RESERVE DEVELOPMENT POTENTIAL

Potential for reserve lands to provide adequate economic opportunities to sustain on-reserve populations is determined by their:

- size
- quality
- location.

RESERVE LANDS

Acres per capita (Indian)

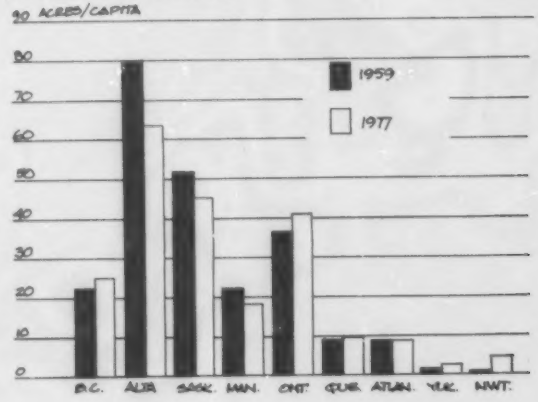


source:
Reserves and Trusts Group, DIAND

The total area of reserve lands per capita has remained relatively constant over the last 20 years, with a net increase in size coincidentally keeping pace with population growth. In the absence of additions to reserve lands, the amount per capita is expected to drop by almost 50 per cent by 1990.

RESERVE LANDS

Number of Acres of Reserve Lands per capita (Indians on Reserves)



sources:

(1) *Annual Report*, Indian Affairs Branch, Dept. of Citizenship & Immigration, 1959.

(2) *Registered Indian Population by Sex & Residence, 1977*, Program Statistics, DIAND

(3) "Number and Acreage of Indian Reserves by Band, December 31, 1971," Program Statistics, DIAND

From province to province, the acreage per capita varies widely. For example, Alberta reserves have on average 8 times the holdings of Quebec and Atlantic reserves, despite the fact that the Alberta reserves also appear to be more productive lands. The allocation from band to band also shows wide differences in land allotment.

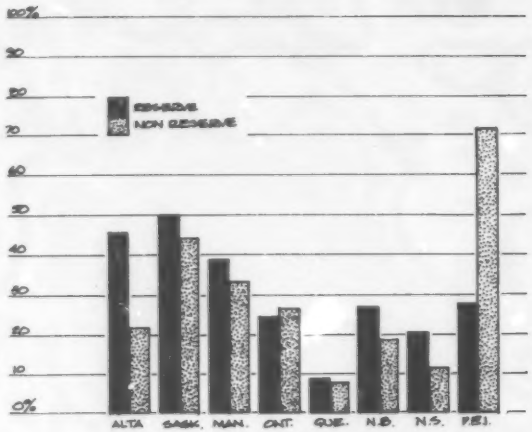
Acre for acre, the quality of Indian lands compares favourably with the national pattern, particularly in renewable resources.

ECONOMIC CONDITIONS
reserve development potential

Indian lands have traditionally been used for subsistence exploitation (fishing, hunting, farming). Because of their poor location with respect to markets, as well as other obstacles to development (legal restrictions, lack of financial resources), Indian reserves have not been developed to their full potential. It is also not known whether the size of lands is adequate to fully support the growing on-reserve population.

AGRICULTURE

Land With Good Agricultural Potential



source:
Canada Land Inventory, Environment Canada, 1979.

A survey conducted by the Canada Land Inventory of some five million acres of reserve land in the southern part of the country revealed that Indian reserves include more than 1.5 million acres of Class 1-3 agricultural land. These classes of lands represent prime agricultural land which holds good potential for providing high yields of common field crops.

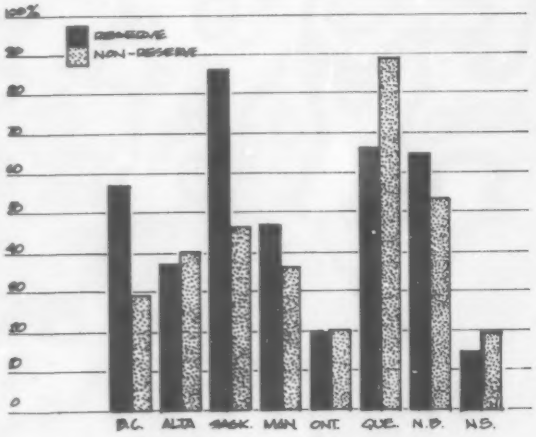
In most provinces, the quality of Indian reserve lands for agricultural purposes compares favourably to non-reserve lands. This land, however, is distributed unevenly among reserves and is not necessarily of advantageous size or location for agricultural development.

FORESTRY

Forest lands cover 2.7 million acres or 44 per cent of the total area of Indian reserves, providing an annual timber harvest averaging more than 33 million cubic feet. This was valued in 1976 at $8 million a year to the Indian bands, including the wood they use themselves for fuel and building material (but not counting revenues from related industries such as wood products, maple syrup and Christmas trees).

ANIMAL GAME

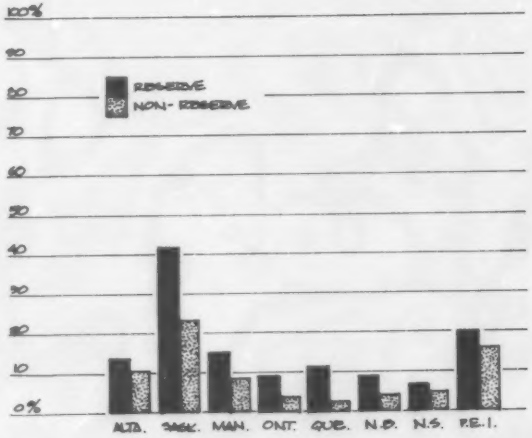
Land with Good Potential for Deer, Caribou, etc.



source:
Canada Land Inventory, Environment Canada, 1979.

WATERFOWL

Land With Good Waterfowl Potential

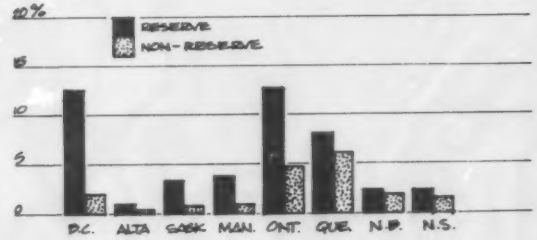


source:
Canada Land Inventory, Environment Canada, 1979.

Reserve potential for maintaining both waterfowl and game such as caribou, deer, or moose compares favourably to national lands. Its use to date has been by those pursuing traditional life styles, although it may in the future be seen as a factor in promoting commercial recreation. There are no reliable indices for estimating the numbers of Indians who can be supported by the on-reserve wildlife; as with other land characteristics, there is a wide variation from province to province and from one reserve to another.

RECREATION

Land With Good Recreational Potential



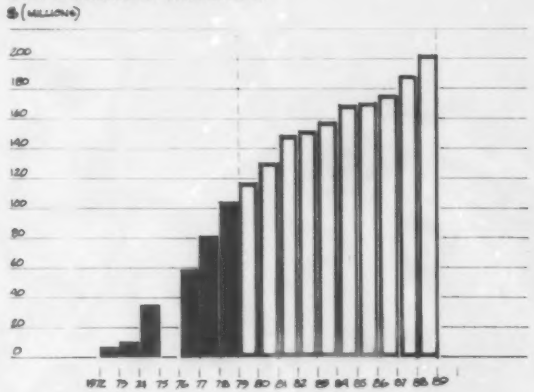
source:
Canada Land Inventory, Environment Canada, 1979.

A survey of the recreation potential of reserve land shows that the Indian reserves held more than a quarter million acres of Class 1-3 recreational land. These lands are considered highly attractive for recreational purposes and possess a high "use tolerance," permitting intensive use without undue degradation of the land. This does not take into account the current level of development, accessibility, or the presence of competing recreational facilities off reserves. Although a few reserves have in recent years developed commercial camping, hunting and fishing lodges, the recreational capacity of reserve lands remains largely untapped.

ECONOMIC CONDITIONS
reserve development potential

These general surveys of the agricultural and recreational potential of reserve lands show that the Indian land base in the southern regions of the country is capable of providing both a significant number of jobs and economic return over the long term.

MINERAL REVENUES
Sales, Leases and Royalties for Oil, Gas, Metals and Structural Materials



sources:

(1) "Interim Report on Data," Economic and Employment Development Resource Task Force, DIAND, 1979.

(2) Reserves and Trusts Group, DIAND.

Since 1972, Indian revenues from minerals have increased about tenfold. Approximately 97 per cent of this revenue has been derived from oil and gas, which, in light of increasing oil costs, are expected to be major factors in contributing to band funds. It is estimated that revenues from oil and gas development on reserves may be as high as $3.5 billion over the next 25 years.

Oil and gas resources are distributed very unevenly among Indian reserves. For example, the top 5 Alberta reserves account for more than 80 per cent of total Indian oil and gas revenues.

DISTRIBUTION OF MINERAL REVENUES
1978-79

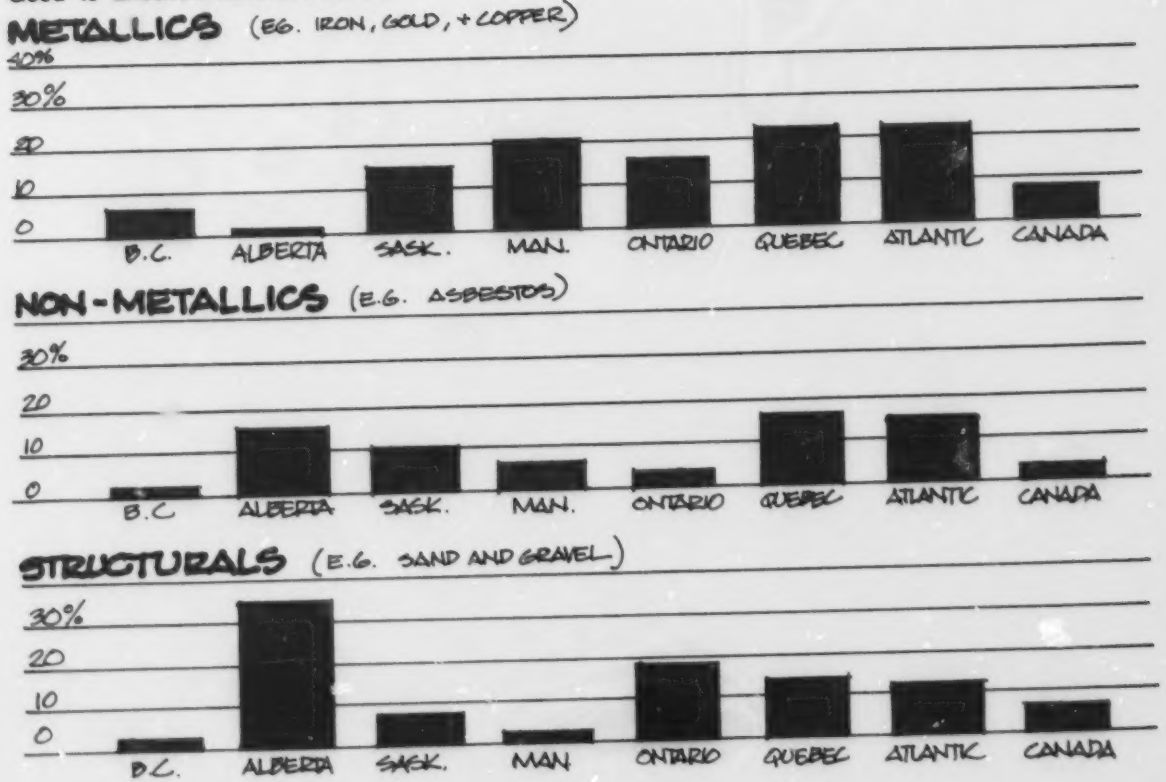
	$	%
ALBERTA RESERVES		
FIRST RESERVE	51.3 MILLION	49.9
SECOND RESERVE	11.4 MILLION	11.1
THIRD RESERVE	7.6 MILLION	7.4
FOURTH RESERVE	7.2 MILLION	7.0
FIFTH RESERVE	6.2 MILLION.	6.0
REMAINING ALBERTA RESERVES	18.2 MILLION	17.7
B.C. RESERVES	0.2 MILLION	0.2
SASK. RESERVES	0.2 MILLION	0.2
OTHER RESERVES	0.6 MILLION	0.5
TOTAL	102.9 MILLION	100%

source:
Indian Minerals, Reserves and Trusts Group, DIAND.

The mineral potential of reserve lands for both the long and short term is considered by DIAND to be significant. This is especially true for oil and gas resources, where development has shown a dramatic rise over the last five years.

MINERAL INVENTORY

% of Reserves in Each Province with
Good-to-Excellent Mineral Potential



source:
Reserves and Trusts Group, DIAND, 1979.

ECONOMIC CONDITIONS
reserve development potential

The mineral potential of reserve lands is not confined to oil and gas. A mineral inventory prepared by DIAND estimates that 15 to 20 per cent of reserves in most provinces have good-to-excellent potential mineral development of metallic (*e.g.*, iron), non-metallic (*e.g.*, asbestos), and structural (*e.g.*, sand and gravel) resources. The value and exploitability of these resources have not been reliably measured, although in eastern Canada the mineral potential is estimated to be more than $6 billion.

RESERVE DEVELOPMENT POTENTIAL: IMPLICATIONS

- The reduction in per-capita reserve lands (assuming no new reserve lands and expanding population) may reduce Indian self-sufficiency and commercial resource opportunities.
- The highly disparate distribution of resources among Indian reserves will continue to result in many bands with poor economic opportunities.
- While the reserve development potential has not been fully exploited, it is unlikely, given major capital requirements, that sufficient jobs could be created through on-reserve resource developments for the anticipated 40-60,000 potential new workers over the next 10 to 15 years.

INDIAN BUSINESS

The development of Indian business has increased during the last 10 to 15 years, providing both economic and employment growth.

During the past decade it is estimated that there has been an aggregate investment, supported by DIAND's Indian Economic Development Fund (IEDF), of more than $250 million, compared to an investment in the previous 10 years of probably less than $50 million.

Between 1970 and 1976, approximately 4,100 man-years were created through projects funded by the IEDF, involving approximately 1,350 successful projects distributed across all economic sectors and in each region.

Successful Indian businesses have included scrap metal and welding operations, grain farming and grazing operations, recreation resorts, lumber mills, weaving and craft industries, shoe manufacturing, and canoe construction, as well as commercial retailing and service industries (*e.g.*, grocery shops, restaurants, taxi businesses). These have provided employment ranging from family operations to several hundred employees, often including non-natives.

Several businesses have involved contracts for the production of components and product lines for large international firms (*e.g.*, shoe "uppers" for Bata Footwear and snow shoes, moccasins and canoes for Canadian Tire Corporation).

Increasingly, Indian-run businesses are assuming responsibility for all aspects of production, including refinement and assembly, marketing and distribution.

DEVELOPMENT PROGRAMS

Programs to support Indian economic development have evolved during the last ten years from a narrow, passive and financially-limited funding program, through an aggressive industrial and commercial on-reserve development approach, to an integrated strategy in which community development, skill development and public and commercial investment function together to accomplish economic and social goals. These developments are illustrated by the type and availability of Indian Affairs programming:

- 1960-1970 (approximately): Main source of Indian economic development funding was the Indian Revolving Fund — a loan fund available to small business.
- 1970 (approximately): The Indian Economic Development Fund was developed basically for commercial and industrial development and included a $70 million direct loan fund, a $30 million guarantee fund (1971) and about $10 million annually in non-repayable contributions.
- 1976 (approximately): Emphasis on Indian-run projects providing a full range of economic development services (sectoral programs), small community-based projects and community planning.

INDIAN ECONOMIC DEVELOPMENT FUND

In one form or another, an Indian loan fund has been used for economic development since the 1950's (then the Revolving Fund, now the Indian Economic Development Fund). The objective of the loan fund has been to meet perceived limitations in Indian access to traditional financing mechanisms:

- limitations under the Indian Act for meeting bank requirements for loan security
- lack of business experience
- poor physical accessibility.

Since its introduction in 1970, the Indian Economic Development Fund has been the principal mechanism for economic development. It consists of:

- Direct Loan Fund
- Guaranteed Loan Fund
- Grants and Contributions.

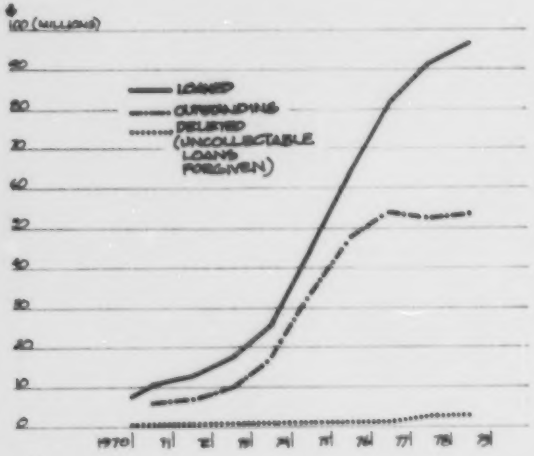
Loans under the Direct Loan Fund are obtained through DIAND.

Loans acquired under the Guaranteed Loan Fund are negotiated through commercial banks or lending agencies, with security provided by a government guarantee. Both direct and guaranteed loans are obtained at more or less commercial rates and terms.

Grants and contributions complement the loans by providing non-repayable funds for development purposes.

ECONOMIC CONDITIONS
economic development

LOANS
Cumulative



source:
Accounting Operations, Finance & Management Branch, DIAND

The growth in government loan activity to Indians has included:

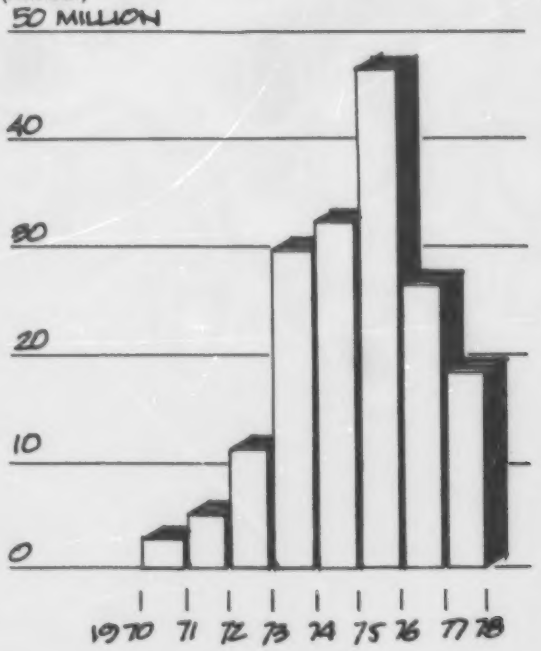
- Between 1938 and 1948, 65 loans were made with a total value of $131,000.
- By 1958, 818 loans had been approved with a value of about $1,000,000. The fund had a limit of $1,000,000; there were 546 borrowers with a total amount outstanding of $465,000.
- By 1968, 2,739 loans had been approved, having a value of $4,357,853.
- By 1979, $96,001,279 had been loaned, of which $53,114,738 remained outstanding and $2,645,834 had been forgiven.

If provisions were made for losses on an annual basis for the Indian loan fund, the requirement would be in the order of 3-4 per cent of new loans made, compared to a normal bank loss rate of 0.60 - 0.75 per cent.

Guarantees have been attached to 737 loans, totalling approximately $47 million from 1971 to 1978.

A recent development that does not appear in the data is the willingness of banks to deal directly with Indians (and vice versa) without the intervention of a third party. Indeed, one chartered bank has established a special division to develop services specifically to meet Indian needs.

DISBURSEMENTS
Loans, Contributions, Guarantees
(Annual)



source:
Summary Statistics, Economic Development, Indian & Inuit Program, DIAND

Most of IEDF's investment was made between 1973 and 1977, with total investment reaching about $48 million in 1975-76, primarily in loans and guarantees.

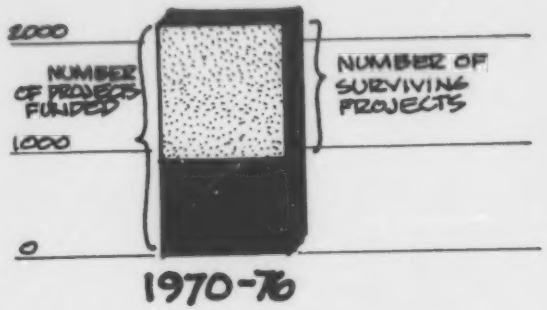
In 1976, there was a major review of the Indian Economic Development Fund to examine the effectiveness of past investment. Following the review, investment dropped off by about 40 per cent, as emphasis was placed on smaller projects and non-repayable contributions.

Between 1973 and 1977, between 1200 and 1600 contributions, loans and guarantees were made per year. The greatest activity was in direct loans. More contributions tended to be made during the last few years, particularly as program management began to emphasize non-repayable funding instead of loans. The use of guarantees was heaviest in 1973-74 and lighter towards 1977-78, when the fund was considered to be fully extended.

The average size of disbursements increased rapidly through to 1976, which reflected an increasing proportion of larger projects in the portfolio mix. A drop in 1977 reflects the emphasis on smaller projects after the evaluation of IEDF. A similar pattern is visible in the average size of loans, which shows a 25 per cent decrease after 1977.

The relationship between loans and contributions also changed after 1976 so that more non-repayable funds were given to projects in order to avoid heavy carrying charges.

PROJECT SURVIVAL

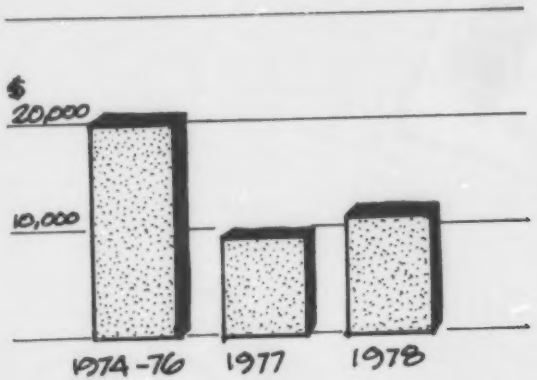


source:
"Interim Report on Data," Economic and Employment Development Resource Task Force, DIAND, 1979.

Not all Indian businesses financed have been successful, but the rate of project survival for high-risk projects funded by Indian Affairs is about 57 per cent and appears to compare favourably with national figures for high-risk and fledgling businesses.

AVERAGE COST PER JOB

Created by IEDF



source:
"Interim Report on Data," Economic and Employment Resource Task Force, DIAND, 1979.

The cost of creating continuing jobs through IEDF has averaged approximately $15,000 per job in recent years compared to approximately $30,000 per job used as guidelines by government development agencies. Job creation costs vary widely from province to province, depending on capital investment.

ECONOMIC DEVELOPMENT PROGRAMS

Federal Expenditures on Indians ($ thousands)

	1974-75	1975-76	1976-77	1977-78	1978-79
C.E.I.C.					
CANADA WORKS				21,442	21,581
YOUNG CANADA WORKS				2,232	2,511
L.E.A.P.		843	1,024	1,277	N.A.
C.M.T.P.	9018	11,398	15,088	16,716	10,333
C.M.I.T.P.		886	2,651	2,759	1,280
OUTREACH	282	476	902	1009	754
SUMMER YOUTH EMPLOYM'T	496	871	1.357	5,034	4,705
TREASURY BOARD					
F.L.I.P.		750	9,843	4,338	727
D.R.E.E.					
SPECIAL A.R.D.A.	2,000	3,640	3,150	3,140	N.A.
A.R.D.A. III	740	260	80		N.A.
OTHER		20	100	100	N.A.
FISHERIES AND OCEANS				365	456
D.I.A.N.D.	27,668	34,002	44,991	42,647	43,481
TOTAL	40,204	53,146	78,794	101,099	85,828

sources:

(1) Canada Employment and Immigration Commission.
(2) Department of Regional Economic Expansion
(3) Fisheries and Oceans Canada
(4) The Treasury Board of Canada
(5) DIAND

While the Indian Economic Development Fund has been the major vehicle for economic development, programs from other departments have been initiated during the last ten years which have a more general focus than Indian economic development, specifically:

- Short-term job creation, *e.g.*, Canada Works, Young Canada Works, Local Employment Assistance Program (LEAP), Summer Youth Employment (funded by CEIC), and Federal Labour Intensive Program (FLIP, funded by Treasury Board)
- Labour-market skill development through training programs such as Canada Manpower Training Program (CMTP), Canada Manpower Industrial Training Program (CMITP) and Outreach, administered by CEIC
- General economic development through DREE (Special ARDA programs and other agreements with provinces, such as the Western Northlands program)
- Development of specific economic sectors such as fisheries and agriculture through sectoral programs, administered by Fisheries & Oceans and DIAND.

INDIAN TAKE-UP

Approximate Indian Use of Program Funds

% INDIANS IN CANADA		1¼%
PROGRAM	PERIOD	INDIAN TAKE-UP
CANADA WORKS	1977 - 79	10%
YOUNG CANADA WORKS	1977 - 79	5½%
LOCAL EMPLOYMENT ASSISTANCE PROGRAM	1975-76	7%
CANADA MANPOWER TRAINING PROGRAM	1974 - 79	3%
CANADA MANPOWER REVENTED TRAINING PROGRAM	1975 - 79	3%
OUTREACH	1974-79	3%
FEDERAL LABOUR INTENSIVE PROGRAM	1971-79	6½%
SPECIAL A.R.D.A	1975-76	53 %

source:

Study Group estimates based on information supplied by CEIC, DREE and Treasury Board of Canada.

Use of these programs – in particular the Canada Works, FLIP and skill development programs – by Indians and natives has been generally supported by government policies for special-interest groups, such as the Native Employment Policy adopted in 1977. Indians and natives, who represent about 3 per cent of the population, have been using approximately 9 per cent of federal employment and economic development funds.

JOB CREATION

Estimated Expenditures for Status Indians
($ thousands)

	71-72	72-73	73-74	74-75	75-76	76-77	77-78	78-79
FEDERAL LABOUR INTENSIVE PROGRAM	1,408	5,844	1,000	–	750	9,843	4,538	727
LOCAL EMPLOYMENT ASSISTANCE PROGRAM	–	–	–	–	843	4,024	1277	N.A.
SUMMER YOUTH EMPLOYMENT PROGRAM	–	–	–	496	871	1,357	5,034	4,665
YOUNG CANADA WORKS	–	–	–	–	–	–	2,436	2,722
CANADA WORKS	–	–	–	–	–	–	21,442	21,581

sources:

(1) CEIC

(2) Treasury Board of Canada

(3) DIAND

JOBS CREATED

For Status Indians

1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79
274	643	100	–	103	1,024	3131	3,294

sources:

(1) CEIC

(2) Treasury Board of Canada

(3) DIAND

There was a major incease in Canada Works funding in 1977-78. This reflects the introduction of the native employment policy, through which a specific amount of Canada Works funding was dedicated to the use of natives and Indians.

The job-creation programs available in the 1970's were generally cyclical and dependent on economic conditions to define the extent and timing of funding. Indian unemployment tends to be structural and long term. Recognition of these facts resulted in the development in 1979 of a special native component of the Local Employment Assistance Program (LEAP) that would permit multi-year funding of projects with more flexible criteria for Indians without being restricted to cyclical funding decisions.

SPECIAL ARDA

Special Agricultural and Rural Development Agreements (Special ARDA), administered and funded federally by DREE, provide for specific measures to ensure that rural residents, particularly those of native ancestry, are able to benefit from rural development programs in Manitoba, Saskatchewan, British Columbia, the Yukon and N.W.T.

WESTERN NORTHLANDS AGREEMENTS

Another program to provide a more integrated approach to Indian economic development is the federal/provincial agreement for Western Northlands development, funded federally through DREE. These arrangements, to which DIAND contributes on behalf of Indians, are directed primarily to strengthening physical and social structures in the northern parts of Alberta, Saskatchewan and Manitoba as a necessary adjunct to economic development.

These arrangements provide a necessary integration in economic planning and programming in areas with a substantial Indian population.

SECTORAL PROGRAMS

In 1975, specific projects designed to assist Indians exploit particular components of the economy were established by DIAND. These projects:

- provide a full range of development services including training, technical advice, seed money, planning funds, equity and loans
- integrate a range of federal, provincial, Indian and private sector resources
- permit direct Indian management of economic development activities.

IFAP

The forerunner of these programs, the British Columbia Indian Fisheries Assistance Program (IFAP), administered by the Dept. of Fisheries and Oceans, was established in 1968. DIAND support involved a total of $16.3 million, half of which was loans and half was grants. The program has allowed for modernization of Indian fishing fleets, with consequent improvements in financial returns. In 1969, average gross returns for Indian fishing operations were less than two-thirds of the B.C. average; by 1977, Indian returns had increased to 86 per cent of the B.C. average.

MIAP & SIAP

In 1975, the Manitoba Indian Agriculture Program (MIAP) and the Saskatchewan Indian Agricultural Program (SIAP), modeled after IFAP, were initiated.

MIAP involved expenditures of $6.6 million, $4.1 million of which was provided by DIAND Economic Development Programming and $2.4 million, by the IEDF. An additional $78,000 was provided by CEIC. The program assisted 168 Indian farm units, involving the development of 13,700 acres to date (and an additional 9,700 acres under development), as well as the leasing of 10,800 acres.

The gross value of farm production for new farmers increased from under $6,000 in 1975 to over $15,000 in 1977. There was an increase for established farmers from under $14,000 in 1975 to over $30,000 in 1977, compared to a Manitoba average of $38,000 in 1977.

SIAP involved expenditures of $11 million, $4.0 million of which was provided by DIAND Economic Development Programming and $4.5 million, by the IEDF. $100,000 was provided by CEIC and an additional $2.3 million was funded through the Special ARDA program. The program assisted 225 Indian farm units, involving the development of 70,000 acres to date, as well as the leasing of 50,000 acres.

Based on evaluations and on comments of Indians involved in economic development, the sectoral programs have been successful in accomplishing economic development goals and, in particular, provide mechanisms for planned economic development more directly managed by Indians.

ECONOMIC CONDITIONS
economic development

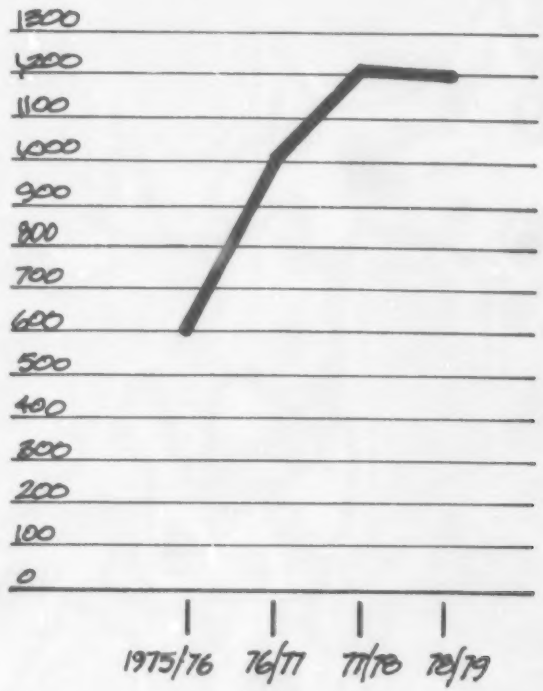
In recognition of the need to support economic development through the provision of planning resources, training and technical advice, band economic development committees have been funded by DIAND since the early 1970's. Funding has been relatively limited, and in recent years economic development has been viewed as a broader community-planning process. Funding of BED committees has therefore been curtailed in favour of support for more comprehensive community planning.

BAND ECONOMIC DEVELOPMENT COMMITTEES

	75/76	76/77	77/78	78/79	79/80
BRITISH COLUMBIA	—	44	32	20	3
ALBERTA	13	11	11	11	19
SASKATCHEWAN	8	13	19	34	23
MANITOBA	10	20	21	21	32
ONTARIO	6	16	15	15	—
QUEBEC	5	5	4	7	14
ATLANTIC	8	11	9	10	10
YUKON	0	0	2	3	3
CANADA	50	120	113	121	104

source:
Regional Reports, DIAND

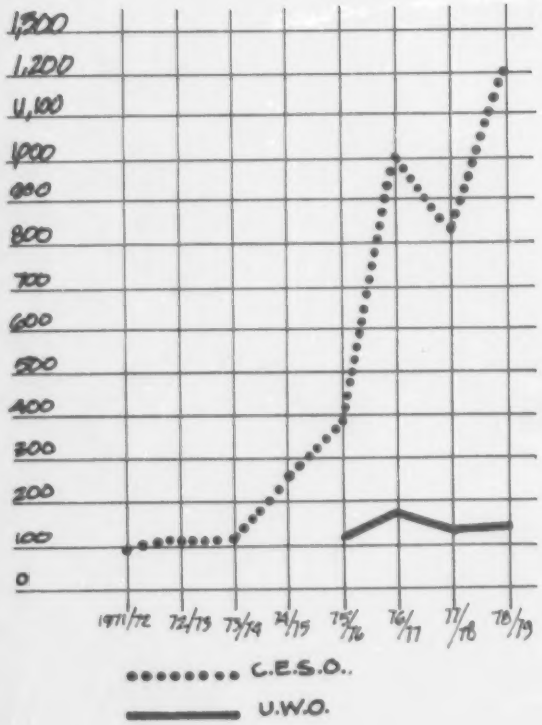
BAND ECONOMIC DEVELOPMENT COMMITTEE EXPENDITURES
($ thousands)



source:
Regional Reports, DIAND.

ECONOMIC ADVISORY SERVICES

Expenditures by DIAND



source:
Operational Support Branch, DIAND.

Technical and advisory assistance have been provided through the Canadian Executive Service Overseas (CESO) and a special program with the University of Western Ontario. CESO is a voluntary organization that makes retired executives available to developing groups, to provide technical assistance at cost. This service, now working on a bilateral basis between CESO and Indian bands in each region, has been established so that Indian Affairs provides core administrative and organizational expenses, while the costs of individual volunteers are covered by individual projects. The UWO program, funded by DIAND, provides post-graduate management students to Indian bands.

ECONOMIC DEVELOPMENT: IMPLICATIONS

- Although the development of Indian businesses and economic enterprises is not expected to satisfy the immediate need for jobs on reserves, there appears to be considerable scope for a larger, more stable and integrated reserve-based Indian economy.
- The increasing experience of Indians with establishing and financing Indian-run businesses is expected to create a commercial and industrial momentum on reserves and attract private capital, thereby reducing Indian dependence on government security.
- The diversification of responsibility for support of Indian employment and economic development is reducing dependence of Indians on DIAND and extending the range of services available.
- The increasing flexibility attached to IEDF, CEIC and DREE support funding for Indians both reflects and facilitates increasing Indian self-management.

POLITICAL CONDITIONS

POLITICAL CONDITIONS

CONTENTS

This chapter describes changes in Indian political conditions over the last 10 to 20 years, including:

- Summary
  - conditions in the 1950's and 1960's
  - recent changes
  - perspectives and comments
- Band Government
  - band councils
  - band funds
  - by-laws
  - band-managed programs
  - band support
- Indian Political Associations
- Political Participation
  - voting rights
  - federal and provincial elections
  - band elections
  - change in status

POLITICAL CONDITIONS
summary

CONDITIONS IN THE 1950's AND 1960's

Before 1950, government relationships with Indians were custodial and protective, operating within legislation that contained a repressive attitude toward Indian cultures. The 1951 Indian Act introduced measures that allowed band councils to exercise many local government functions. Nonetheless, in the 1950's and early 1960's:

- Most Indian communities were administered rather than self-governing. Bands had neither staff nor institutional structure for administration.
- Administration was carried out by "Indian Agents" who were employees of the government and not the band. While band councils existed, they operated more or less under the direction of government officials rather than under the direction of their elected or traditionally-appointed chiefs.
- Bands were isolated from one another and from non-Indian political structures. They lacked resources and training for political action.
- Virtually no effective associations of Indians existed either regionally or nationally (except *ad hoc* associations created in crisis situations). Indians had almost no means independent of government to represent their views or air grievances in local or national political contexts.
- Indians did not have full federal voting rights until 1960, and the last province to extend full voting rights did so in 1969.

RECENT CHANGES

During the last 10 to 20 years:

- "Indian Agents" were removed from reserves. The last agency was closed in 1969.
- Bands have assumed increased responsibility for administration as evidenced by the number of band by-laws, involvement in health, school administration and policing.
- "Core funding" grants were provided to Indian bands starting in 1972 to cover the costs of band councils and their administration.
- "Contributions to Bands" program was started on a pilot basis in 1968 and formalized in 1974 so that Indian bands could administer local programming.
- Funds to support band administration in various forms have increased from $5.2 million in 1970-71 to $22.6 million in 1978-79.
- Staff employed directly by bands has increased from fewer than 100 in 1961 to approximately 1,900 in 1978-79.
- Funds administered by bands have increased from $34.9 million in 1971-72 to $227.2 million in 1978-79, representing one-third of the Indian Affairs Program budget.
- "Core funding" grants for Indian political associations were provided by the Secretary of State starting in 1970.
- Indian political associations are operating in all provinces and at the national level, with total funding for all purposes of around $20 million.
- Indian political awareness and involvement has increased, as reflected by the numbers of Indians making representations to governments and involved with political parties.
- Indian participation in federal and provincial elections has declined.

PERSPECTIVES AND COMMENTS

People interviewed for this report felt that there had been major and positive changes in Indian political conditions. Indians, for instance, felt that:

> ...Indian people have become much more politically sophisticated in the last ten years than they were before, to the extent that now more than just leaders understand what they would like to achieve and they have become, as a body of people, more able and more likely to let their views be known. This combines with the fact that government officials these days seem to understand that they are there to assist Indian people, not to assimilate them nor patronize them. (Comments by Indian interviewer summarizing interviews)

At the same time, Indian leaders maintain a wholesome scepticism towards the intent of government policy to reinforce Indian status and avoid Indian assimilation – an attitude that is probably essential to ensure that Indian identity is maintained.

Most interviewees commented positively on the rapid development of band government. Some suggested that while Indian band government is young compared to non-Indian local government, its effectiveness and efficiency compares favourably to non-Indian local government at a similar stage of development.

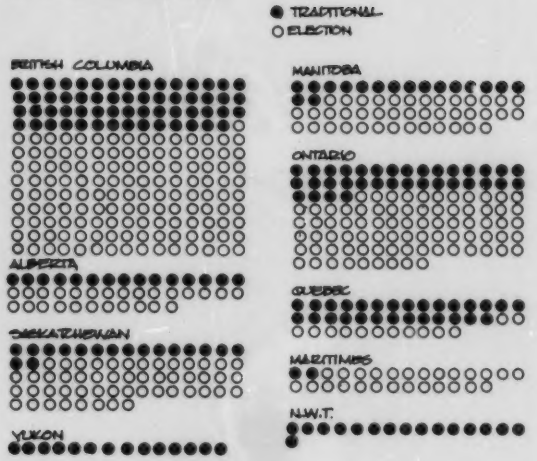
Others, particularly Indians, felt that the way band government has evolved and the nature of the financing arrangements established by governments, have tended to turn chiefs and band councils into administrators, making them less effective as political leaders.

Some felt that funding arrangements created political factions in Indian communities and that Indian local government had reached its logical limits until a less capricious system of funding Indian bands could be established.

Comments on the Indian associations and their impact were generally positive, but some interviewees were concerned that the roles of associations relative to Indian bands had not been effectively established, and that existing funding arrangements for Indian associations tended to separate political associations from bands.

POLITICAL CONDITIONS
band government

BAND COUNCILS
Numbers of Bands and Method of Council Selection



source:
Reserves & Trusts Group, DIAND

The band council is the community institution identified in the 1951 Indian Act to assume responsibility for local administration. Band councils have been operating for some time in one form or another, but, as Hawthorn noted:

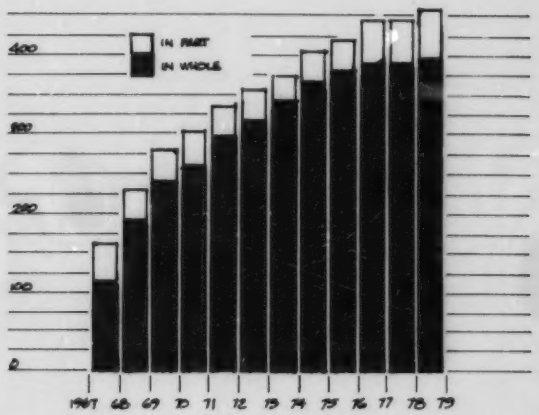
> ...the band council device was not a spontaneous creation of the Indians, but one introduced from the outside...

Band councils are either selected by "tradition" or, under terms of the Indian Act, by election. The Hawthorn report found that since conditions for increased Indian administrative responsibility were introduced in the 1951 Indian Act, there had been a gradual shift from traditional selection to an elective system. Since 1966, there has been a modest shift of about 5 per cent of the bands, mainly in Ontario and Manitoba, back to traditional selection.

It had been assumed that as bands increased management responsibility, more would adopt elective systems, but from available information and from comments received, it would appear that Indian bands will select leaders and administrative institutions most compatible with their traditional interests.

Since the introduction of provisions of the 1951 Indian Act allowing bands, at their option, to take on increased administrative responsibility, most band councils have assumed virtually complete administrative responsibility. It is difficult to demonstrate this from objective data, but it was a consistent opinion among those interviewed and is confirmed by changes in administrative practice and references in departmental documents.

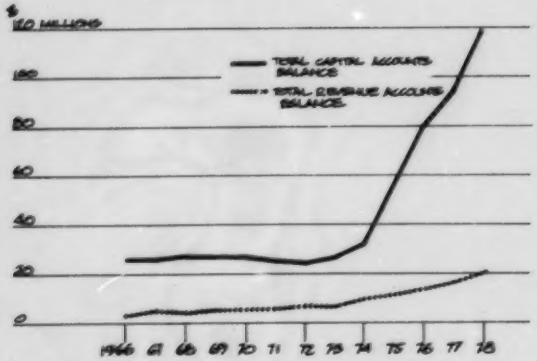
BANDS MANAGING FUNDS
Under Section 69



source:
Program Support Group, DIAND

BAND FUNDS

Capital and Revenue

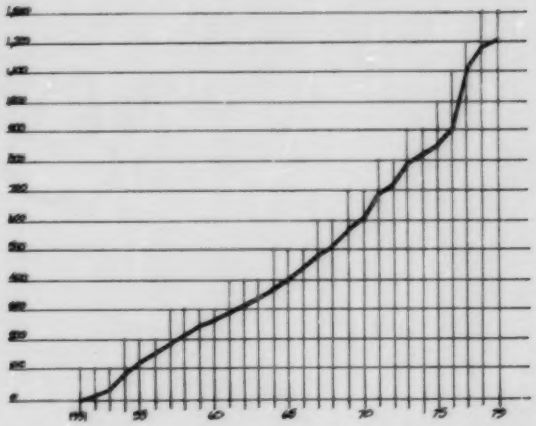


source:
Financial Management Reports, DIAND

Section 69 of the 1951 Indian Act allows bands to assume, with the Minister's approval, control over band funds. Band funds are the revenue and capital gained through the use of community (reserve) resources (*e.g.*, capital from the sale of non-renewable resources or revenue from the sale of renewable resources). These have expanded rapidly since about 1972 to an aggregate for all bands of about $120 million. The number of bands using this provision has increased almost threefold since 1967.

BAND BY-LAWS

Number in Force



source:
Operational Support Branch, Program Support Group, DIAND

Section 83 of the Act gives band councils authority, with the Minister's approval, to make and enforce by-laws. Although the number of bands using this authority has increased threefold since 1966, less than 20 per cent of all bands are making their own by-laws.

BY-LAWS

Number of By-laws Passed in Top Six Subjects

		1966	1979
1	TRAFFIC	67	197
2	DISORDERLY CONDUCT AND CURFEWS	68	171
3	GARBAGE DISPOSAL	42	91
4	WATER SUPPLY	39	79
5	POUNDS	39	57
6	FISH AND GAME	30	66

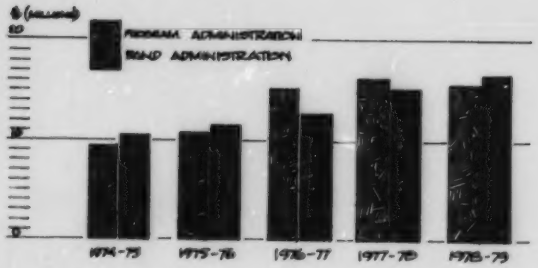
source:
Operational Support Branch, Program Support Group, DIAND

Between 1966 and 1978 the number of by-laws passed by bands has tripled. Most of these relate to municipal administration such as traffic, garbage disposal and curfews.

The enforcement of Indian band by-laws remains a question to be resolved. At the moment there is no integration between the law-makers (band councils) and enforcement, and it is not likely to become more effective until the band council's authority evolves more completely.

POLITICAL CONDITIONS
band government

BAND SUPPORT



(1) Program administration includes support for general program administration overhead plus support for administration of band management, social services and community services programs.

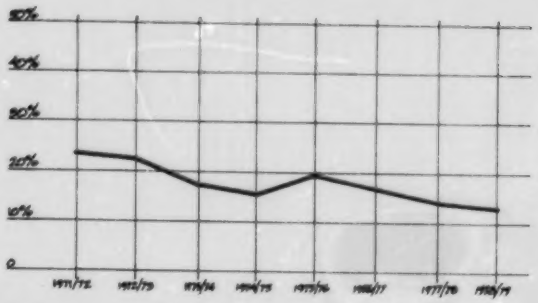
(2) Band administration includes core funding plus contributions for band administration, including: general administration, financial management, liaison & training and community development.

source:
Financial Management Reports, DIAND

The government provides support to band administration. This includes core funding grants (started in 1972) to cover the cost of band council activities, band administration contributions for general band administration (including the band office, band manager and support staff), and program administration funding to cover the costs of administering specific activities (including support for training and band financial management).

BAND OVERHEAD SUPPORT

Band Support as % of Band-Administered Funds



source:
Financial Management Reports, DIAND

Band Support funding has increased from $20 million in 1974-75 to $32.3 million in 1978-79 (representing a constant level of approximately 5 per cent of the Indian Affairs Program budget). Band support for administration and overhead as a proportion of band-administered funds has declined by more than 50 per cent and now compares favorably to overhead and administrative expenditures in other government programs and departments.

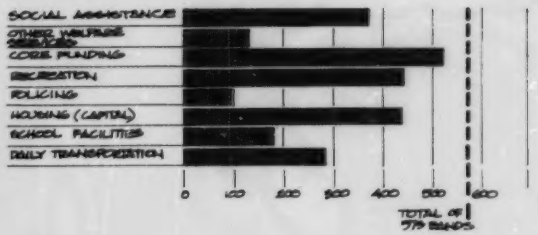
In constant dollars, the amount provided for administration has remained level since 1974-75, although the number of bands involved in administration has increased by 11 per cent.

Since 1966, band staff has also increased. It is estimated that in that year there were no more than 100 band staff. By 1978-79 there were probably close to 1,900 part-time and full-time staff, including those involved in band administration, maintenance, program management and education.

DIAND also provides support in the form of training ($1 million) and band financial management ($9.5 million). These have both doubled since 1971-72.

BAND-MANAGED PROGRAMS

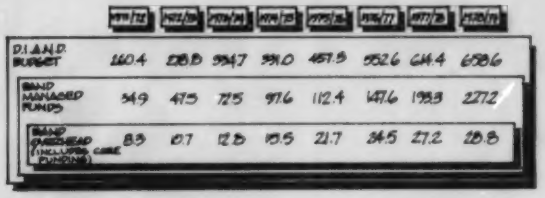
Number of Bands Managing Programs in Each Field
1978-79



source:
Operational Support Branch, Program Support Group, DIAND

BAND-ADMINISTERED FUNDS

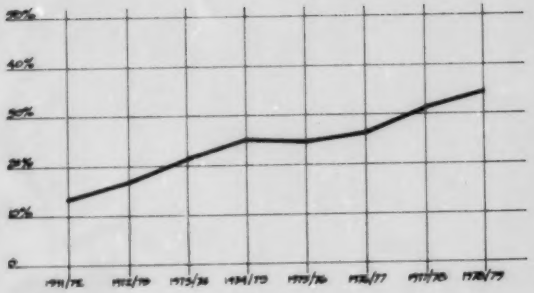
$(millions)



source:
Financial Management Reports, DIAND

BAND-ADMINISTERED FUNDS

% of DIAND Budget



source:
Financial Management Reports, DIAND

The almost threefold increase in bands managing programs and funds reflects the increased involvement of bands and band councils in community management, with large numbers assuming responsibility in critical areas of social and economic programming such as social assistance (370 bands), housing (435 bands), recreation (440 bands) and school facilities (181 bands).

Involvement of Indian bands in directly-managed programs and funds has increased from 13 per cent of the Indian Affairs Program budget in 1971-72 to 34 per cent in 1978-79.

Bands have experienced a number of difficulties with program management, including:

- division of funding support into separate program units, in isolation of total community needs
- application of administrative controls by officials rather than management in relation to objectives
- year-to-year funding with no commitment to continuity of funding at reasonably stable levels that take community growth and inflation into account.

BAND GOVERNMENT: IMPLICATIONS

- The virtually complete elimination of direct government involvement in band government and administration and the closing of Indian agencies between 1966 and 1969 (one remains in Saskatchewan at the Indians' request) have allowed the development of band government.
- Although there has been a significant increase in local administration by Indians, the fact that bands are not yet fully self-administering communities may reflect both the difficulties of adapting to new forms of government and lingering obstacles in the Indian Act and/or government relations with Indian bands.
- The major and rapid increase of involvement of Indian leaders in local administration may reduce the moral and political impact of band councils.

INDIAN POLITICAL ASSOCIATIONS

In 1966, *Survey of the Contemporary Indians of Canada* concluded that Indian political organizations tended to be "fragmented and ephemeral," responding only to crises or special needs and unable to speak with authority on Indians' behalf.

In 1979 there were Indian political organizations in every province, forming the National Indian Brotherhood, which operates at the national level. These organizations represent Indians at all levels of government. Participation in policy consultations with government now includes discussions on the constitution as well as more routine matter related to local administration and resource allocation.

There are also special-interest groups representing various issues of importance to Indians, including women's rights, university students, arts and crafts producers and artists.

The need for Indians to have an effective and continuous political voice outside government has probably been the most important stimulus to the growth of Indian political associations in the last 10 years. Their development has also been influenced by:

- Various policy proposals affecting Indians such as proposed revisions to the Indian Act in 1967 and the White Paper proposals of 1969.
- The introduction of "core funding" in 1970 to provide administrative funding for native organizations through the Secretary of State.
- The Indian/Government Relations policy adopted in 1976 which confirmed the concept of Indian status and committed the federal government to joint working arrangements with Indians.

By 1979:

- Indian political associations have become recognized and institutionalized. They receive regular funding from the federal government for basic administration, land claims and Indian Act research, and for the operation of some programs.
- Provincial associations have established partnership arrangements with regional offices of the Department of Indian Affairs. Program development and resource allocations are discussed and the associations frequently act as advocates on behalf of Indian bands.
- Provincial associations, as well as the N.I.B., are recognized by provincial governments as Indian representatives. As a result, regular consultations have been established with provincial governments directly.

FUNDING TO ASSOCIATIONS

DIAND	1971/72	1978/79
PROGRAMS	$161,000	$10,290,000
RESEARCH + CONSULTATION	$561,000	$4,576,000
S.O.S.	$2,773,000	$3,402,000
N.H.W	$253,000	$907,000
TOTAL	$3,748,000	$19,309,000

sources:
(1) Financial Management Reports, DIAND
(2) Native Citizens Directorate, Secretary of State
(3) Fitness & Amateur Sport Branch, Health & Welfare, Canada

SOURCES OF FUNDING TO INDIAN ORGANIZATIONS

1977-78

SOURCE / REGION	D.I.A.N.D.	SECRETARY OF STATE	OTHER FEDERAL	PROVINCE	OTHER
B.C.	44%	50%	4%		2%
ALBERTA	54%	23%		13%	10%
SASK.	35%	12%	15%	33%	5%
MANITOBA	40%	23%	12%	9%	16%
ONTARIO	57%	16%	15%	6%	6%
QUEBEC	25%	34%	17%		24%
ATLANTIC	40%	45%	10%		5%
NATIONAL	64%	27%	6%		3%
AVERAGE	46%	23%	11%	12%	8%

source:
Secretary of State, Evaluation Branch, Analyses of Audit Reports from Associations

Funding to associations has increased fivefold from $3.7 million in 1971-72 to $19.3 million in 1978-79, of which over $9 million in 1978-79 was devoted to research, consultation and political development. The components of funding include:

- Core funding for administration (Secretary of State)
- Indian Act research funding (DIAND)
- Claims research funding (initially through Privy Council Office, now through DIAND)
- Consultation funding to support regular association meetings and discussion with DIAND (DIAND)
- Program funding to support association activities in areas such as community development, economic development and education (DIAND)
- Recreation funding (Department of Health and Welfare)

Since 1970, associations have received a total of $4 million for Indian Act revision studies. Contributions from the federal government for claims research and development have, since 1970, totalled $17.1 million in non-repayable contributions and $23.6 million in loans against the settlement of claims.

POLITICAL ASSOCIATIONS: IMPLICATIONS

- The development of Indian associations during the past 10 years has given Indians greater access to all levels of the Canadian political structure.
- Recognition of Indian associations as spokesmen for Indians in various parts of the country has helped to establish mechanisms for consultation on policy and program development.
- The involvement of several federal agencies as well as provincial governments in supporting Indian associations reduces their dependency on DIAND.

POLITICAL CONDITIONS
participation

VOTING RIGHTS
Attainment of Full Voting Rights

B.C.	1949	NOVA SCOTIA	ALWAYS
ALBERTA	1965	NEW BRUNSWICK	1963
SASKATCHEWAN	1960	P.E.I.	1963
MANITOBA	1952	N.W.T.	ALWAYS
ONTARIO	1954	YUKON	1960
QUEBEC	1969	CANADA	1960

sources:
(1) H.B. Hawthorn, *Survey of the Contemporary Indians of Canada, Part I*, pp. 260, 262.
(2) Chief Returning Officer, Province of Quebec

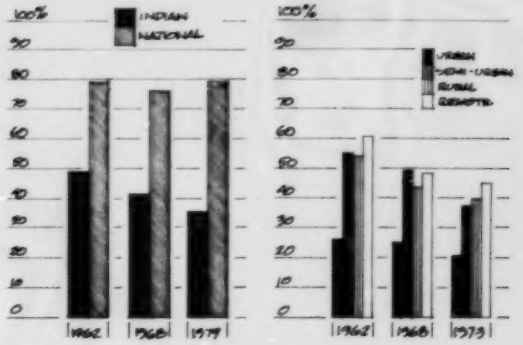
Historically, Indians have not had full voting rights in Canada and the provinces, due to a lack of consensus on the compatibility of Indian status with voting rights. As a result, the majority of Indians were either restricted by legislation from voting in Canada and the Provinces, or had conditions placed on their eligibility to vote.

All provinces have now extended full voting rights to Indians, most doing so since World War II, and the last in 1969. Federal voting rights were extended in 1960.

Indian reaction to full enfranchisement was mixed. As an example, opposition was voiced by the International Committee of Mohawk Arts and Traditions in 1963:

> When the Indians vote, they can no longer be a Sovereign Nation, as they automatically become Canadian citizens and British subjects...the Redman is morally obliged not to vote in the federal and provincial elections.

INDIAN VOTING
% of Enumerated Voters Voting in Federal Elections

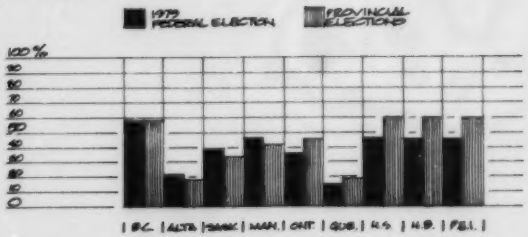


sources:
(1) Report of Chief Electoral Officer, Canada, 1962, 1968.
(2) Records of Federal Elections 1962, 1968, 1979, Office of Chief Electoral Officer, Canada

Voting in federal and provincial elections has provided Indians with an opportunity to influence legislators directly, particularly in areas where they form a large proportion of eligible voters.

FEDERAL vs. PROVINCIAL VOTING

% of Enumerated Voters on Reserves Voting in Recent Elections



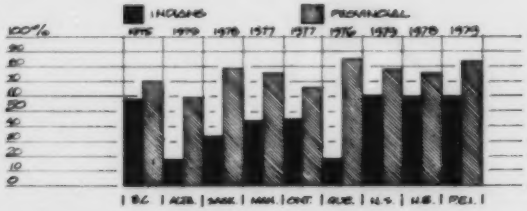
sources:
(1) Official Reports of Provincial Chief Electoral Officers
(2) Records, Office of Chief Electoral Officer, Canada

Indian participation in the 1962, 1968 and 1979 federal elections has fallen from approximately two-thirds of the national rate (which has remained more or less steady) to less than one-half. Indian participation in urban centres is less than half that in semi-urban, rural and remote locations. The only province which experienced increased Indian participation in federal elections was British Columbia.

Despite low and declining participation since Indians received full federal franchise in 1960, the Federal Electoral Office indicates that more bands are requesting or allowing enumeration to be conducted and more polls are being organized on reserves.

VOTING IN PROVINCIAL ELECTIONS

% of Enumerated Voters Voting in Recent Elections



source:
Official Reports of Provincial Chief Electoral Officers

Indian participation in recent provincial elections was also low in comparison to provincial populations, most noticeably in Quebec, Alberta and Saskatchewan – provinces demonstrating the lowest Indian participation in federal elections as well.

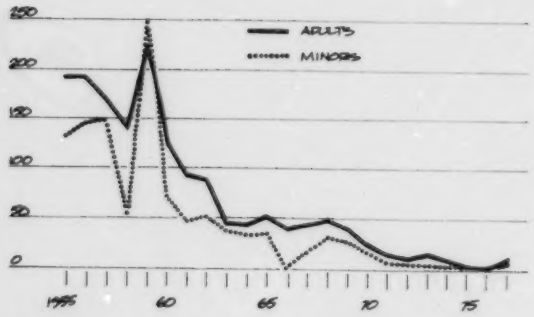
Despite low Indian participation in federal and provincial elections, Indian leaders appear to be more involved with federal and provincial parties. More are accepting nominations and many are working on behalf of candidates for all parties.

BAND ELECTIONS

Participation in Band elections (in those bands using an elective process) has increased from approximately 54 per cent in 1966-67 to approximately 71 per cent in 1978-79.

POLITICAL CONDITIONS
participation

STATUS LOSS BY APPLICATION



source:
"Vital Events," Departmental Statistics Division, DIAND

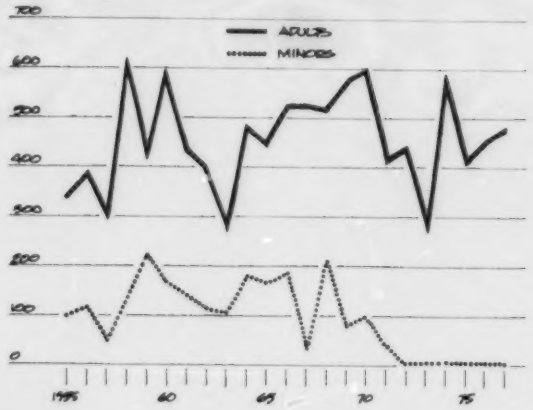
Traditionally, Indians could receive the rights and privileges of non-Indians, mainly voting privileges or "enfranchisement," only at the expense of losing their Indian status.

Enfranchisement applications never exceeded more than about 2 per cent of the population annually, in spite of government policy to encourage individual and band applications.

Since federal voting rights were universally extended in 1960, applications have been negligible.

STATUS LOSS BY MARRIAGE

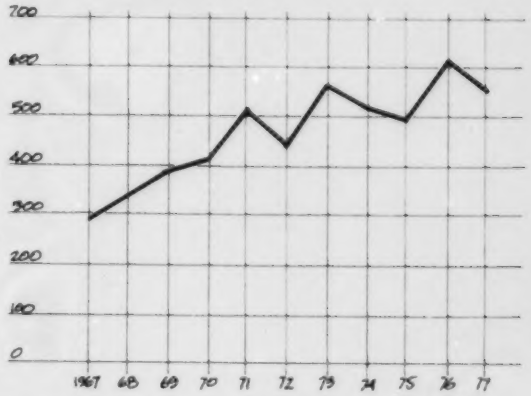
Female Indians (with unmarried minors) Losing Status by Marrying Non-Indian Males



source:
"Vital Events," Departmental Statistics Division, DIAND

STATUS GAIN BY MARRIAGE

Females (with unmarried minors) Gaining Status by Marrying Indian Males



source:
"Vital Events," Departmental Statistics Division, DIAND

Status can also change through marriage. Indian women (and their dependent children) can lose status through marriage to non-Indians. On the other hand, non-Indian women can gain status by marrying Indian men. The government has recently decided that provisions of the Indian Act which cause change in Indian status through marriage should be amended.

POLITICAL PARTICIPATION: IMPLICATIONS

Low and declining involvement in federal and provincial elections may reflect:

- General lack of awareness of federal and provincial politics and how Indians might be affected by them.
- Disillusionment with non-Indian political structures.
- Increased emphasis on Indian political structures (bands and associations) as a means of political influence.

GOVERNMENT PROGRAMS

GOVERNMENT PROGRAMS

CONTENTS

This chapter describes changes in government programs over the last 10 to 20 years, including:

- Summary
  - conditions in the 1950's and 1960's
  - recent changes
  - perspectives and comments
- Treaties & Legislation
- Federal/Provincial Responsibilities
  - roles
  - funding
- Federal Programs
  - roles
  - funding
- Indian Affairs Program
  - expenditures
  - management
- Program Activities
  - community administration
  - social support
  - health care
  - housing and community services
  - economic and employment development
  - education
  - cultural support
  - consultation
  - Indian Act revision
  - claims

GOVERNMENT PROGRAMS
summary

CONDITIONS IN THE 1950's AND 1960's

The 1966 *Survey of the Contemporary Indians of Canada* described the federal government's position toward Indian affairs at the end of World War II as "primarily custodial" and states that the Indian Affairs Branch:

> ...was staffed with few professionals: its financial appropriations were inadequate; many Indian children did not go to school; much of the existing schooling was undertaken by religious orders which provided only half-day teaching for their Indian pupils; the Act governing the administration of Indian affairs had been devised in the previous century and had undergone few amendments; the Act contained a repressive attitude to Indian cultures.

Following the review of Indian conditions by the Joint Parliamentary Committee in 1946-48, major changes were made to government policy. The new Indian Act in 1951 eliminated most of the repressive aspects of previous legislation and allowed bands and band councils to assume increased responsibility for local administration.

By the early 1960's the *Survey* observed that:

> ...the (Indian Affairs) Branch has already gone a very long way in transforming itself into an aggressive body of public servants no longer willing to see Indians overlooked in the formation of public policy and the expenditure of public funds.
>
> ...at the level of generalized policy the Branch now sees itself as a development agency working with Indians rather than as a caretaking agency protecting its ward.
>
> Ultimately, however, policy has to manifest itself in new patterns of relationships between Branch officials, especially at the Agency level.

The lingering issues in the mid-1960's that the *Survey* identified were:

- differing interpretations of constitutional responsibilities between federal and provincial governments for services to Indians
- administrative intervention by the Department in community activities
- lack of effective political organization to overcome governmental indifference and to ensure that government concern became meaningful in Indian terms.

RECENT CHANGES

During the past 10 to 20 years:

- Federal/provincial meetings reviewed services to Indians starting in about 1964. In 1966 the federal government proposed a special component of the Canada Assistance Plan (CAP - Part II) through which the federal and provincial governments would share (95 per cent and 5 per cent respectively) in the cost of social services to Indians. No agreements were signed.
- The Indian Affairs Program is no longer the exclusive federal agent for the delivery of programs to Indians. 21 per cent of expenditures to Indians were made through other agencies in 1978-79.
- A major increase in expenditures for Indians occurred between 1958 and 1970-71 when the budget increased in real terms per capita by 356 per cent.
- Expenditures on Indians have been relatively stable since 1970, growing in real terms 14 per cent per capita, compared to 128 per cent per-capita growth in other federal social services.
- A community development program was started in 1962 to help Indian communities develop management and organizational skills and mechanisms.
- Closing of Indian agencies between 1966 and 1969 has led to the elimination of direct intervention in administration at community levels.

- Pilot projects to transfer funds to band administration and to support band administration with grants began in 1968 and were introduced into formal programming in 1972-73.
- Bands have assumed increased responsibility for the administration of government programs. $227.2 million is now administered directly by bands (one-third of the Indian Affairs Program budget) compared to $34.9 million in 1970-71 (13 per cent of the budget).
- There are now established political organizations to act as policy and program development interlocutors with government. These organizations are supported through consultation, program and research funding by the government (now $19 million annually, compared to $4.4 million in 1971-72).
- A core-funding program of grants to support the operation of Indian and native political organizations was introduced in 1971 by the Secretary of State.
- Involvement with Indian organizations in policy and program development was established in the Indian/Government Relations policy established in 1977.
- Proposals to revise the Indian Act were developed and discussed with Indians in both 1962 and 1967. Revisions were never formally proposed due to changes in government and government policy.
- The existence of unsettled land claims, unsatisfied treaty obligations, and grievances concerning improper past administration have been recognized by government. Financial support is provided and mechanisms are in place so that claims can now be negotiated.

PERSPECTIVES AND COMMENTS

From the Indian viewpoint, substantive changes have occurred in government relations with Indians. The interviewer of Indian leaders for this report commented that:

> The general opinion seemed to be that it is easier for Indian people to talk to government officials now than it was a decade ago... Government officials are not as arrogant or condescending as they used to be toward Indians...government officials these days seem to understand that they are there to assist Indian people, not to assimilate them nor patronize them.

The attitude among the Indian leaders interviewed seemed to be that Indian self-determination would only come about if bands were given the opportunity to truly administer their own affairs...the record doesn't indicate that the government is any more capable of overseeing Indian affairs than Indians are themselves.

Most officials interviewed also found problems in program delivery, although there was general agreement that Indian/government relations had changed radically in the last 15 to 20 years. Most officials interviewed (who had worked in the Indian Affairs Program for 20 years or more) noted a significant shift of initiative and responsibility from government to Indians and agreed that this was an essential prerequisite to improved service.

Indians interviewed for this report, however, expressed reservations about the effectiveness of government programs. They thought there was sometimes too much haste to achieve results, as

in the case of economic development programming. They felt that social assistance and the way it has been administered have been destructive. To many leaders, administration of government's policy on local control tended to be too limiting and applied sophisticated federal government administrative rules to bands where they were inappropriate and ineffective.

In reference to local government, officials agreed with Indians' concern that the application of too-detailed controls tended to diminish the impact of the transfer of programs to Indian management.

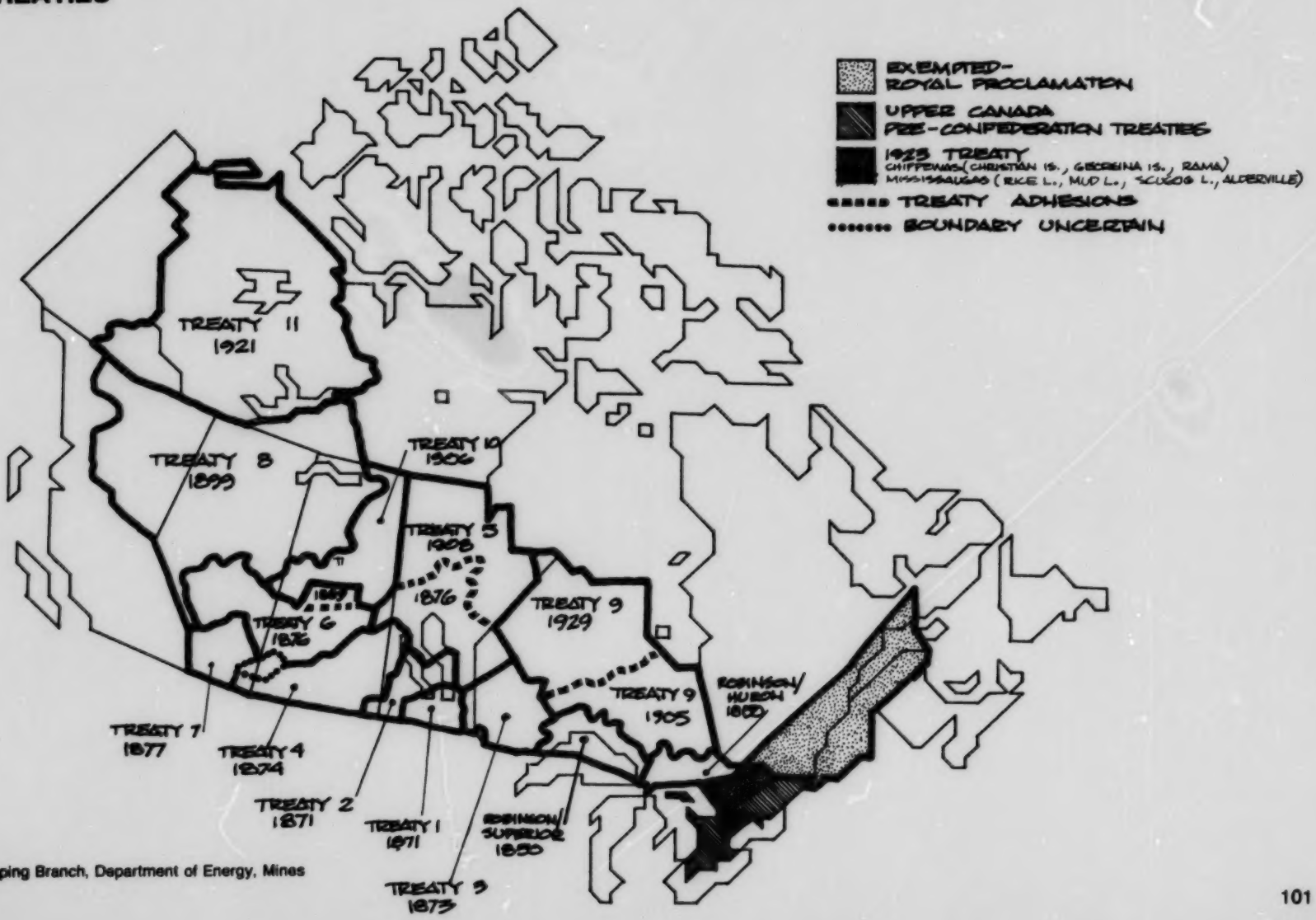
Many officials were concerned about the seeming inability of increased expenditure and changed programming to improve social conditions. The interviewer said:

> Many (officials) went so far as to make "welfare" the primary cause and not just a contributing factor to the problems of alcohol and drug abuse, child abuse, family breakdowns and suicides.

Even though those interviewed agreed that Indians were better off economically, some felt that:

> Very little in the way of on-reserve self-sustaining economic development has been accomplished. Managers perceive that bands are aware and frustrated by this situation.

INDIAN TREATIES



source:
Surveys and Mapping Branch, Department of Energy, Mines and Resources

MAJOR TREATIES AND LEGISLATION

	PURPOSE	FEATURES	IMPLICATIONS
B.N.A. ACT 1867	• TO FORMALLY CODIFY STRUCTURE OF CANADIAN FEDERALISM. • TO ASSIGN TO FEDERAL AND PROVINCIAL GOVERNMENTS LEGISTLATIVE COMPETENCE OVER CERTAIN SUBJECT MATTERS	• SECTION 91(24) ASSIGNS LEGISLATIVE COMPETENCE OVER SUBJECT MATTER "INDIANS AND LANDS RESERVED FOR INDIANS" TO THE FEDERAL GOVERNMENT. • SECTION 92 ASSIGNS MATTERS OF LOCAL OR PRIVATE NATURE AND OTHER SUBJECTS SUCH AS "PROPERTY AND CIVIL RIGHTS" WHICH MIGHT AFFECT INDIANS, TO PROVINCIAL GOVERNMENTS	• SECTION 91(24) ALLOCATES THE CAPACITY TO LEGISLATE CONCERNING INDIANS AND THEIR STATUS AND RIGHTS AND THE MANAGEMENT OF INDIAN LANDS IT PERMITS THE FEDERAL GOVERNMENT TO LEGISLATE BUT DOES NOT REQUIRE IT. • SECTION 91(24) DOES NOT ASSIGN FINANCIAL RESPONSIBILITY FOR INDIANS
INDIAN ACT 1876	TO EXERCISE FEDERAL LEGISLATIVE COMPETENCE OVER B.N.A. 91(24) SUBJECT MATTER "INDIANS AND LANDS RESERVED FOR INDIANS" BY CODIFYING CERTAIN RIGHTS AND OBLIGATIONS OF STATUS INDIANS AND SETTING UP LAND MANAGEMENT SYSTEM	• LIMITED IN APPLICATION: DEALS ONLY WITH STATUS INDIANS, GOVERNOR-IN-COUNCIL MAY DECLARE PARTS INAPPLICABLE TO ANY INDIAN, EDUCATION SECTIONS INAPPLICABLE TO OFF-RESERVE INDIANS, SECTIONS DEALING WITH DESCENT OF PROPERTY, WILLS, INTESTACY, MENTAL INCOMPETENCE AND GUARDIANSHIP INAPPLICABLE TO OFF-RESERVE INDIANS UNLESS MINISTER OTHERWISE ORDERS • DEFINES INDIANS AND PROVIDES FOR REGISTRATION, DEALS INTER-ALIA WITH POSSESSION, MANAGEMENT OF RESERVE LANDS, SURRENDERS, ESTATES, WILLS, BAND COUNCIL POWERS, TAXATION, APPLICATION OF PROVINCIAL LEGISLATION, LIQUOR, EDUCATION	• THOUGH DOES NOT EXHAUST CONSTITUTIONAL POTENTIAL OF PARLIAMENT, ACT REMAINS A PRINCIPAL DETERMINANT OF INDIAN RIGHTS • IS RESERVE-ORIENTED, THEREFORE OF LIMITED IMPLICATION FOR OFF-RESERVE INDIANS • GOVERNOR-IN-COUNCIL AND MINISTERIAL POWERS FORMIDABLE, HALF OF THE ACT PROVISIONS BEING AT THEIR DISCRETION

GOVERNMENT PROGRAMS
legislation & treaties

	PURPOSE	FEATURES	IMPLICATIONS
ROYAL PROCLAMATION 1763	ESTABLISHED A FRAMEWORK FOR PEACEFUL EXPANSION AND A WORKABLE CIVIL GOVERNMENT IN THE NEWLY ACQUIRED TERRITORIES OF CANADA	ESTABLISHED FOUR NEW GOVERNMENTS, A LEGAL SYSTEM AND A FUNDAMENTAL INDIAN POLICY	• NULLIFIED INDIAN CLAIM TO SOVEREIGNTY AND INDEPENDENT STATUS • RESERVED CERTAIN LANDS TO INDIANS ON WHICH INDIANS NOT TO BE DISTURBED IN POSSESSION - INDIANS HELD PERSONAL + USUFRUCTUARY RIGHTS TO LAND • ONLY CROWN COULD ACQUIRE INTERESTS OF INDIANS IN LANDS RESERVED TO THEM • FIRST INDIAN BILL OF RIGHTS
NUMBERED TREATIES 1871 - 1921	RECORDED AGREEMENTS MADE BETWEEN THE INDIANS AND BRITISH OR CANADIAN GOVERNMENTS TO SURRENDER OR EXTINGUISH INDIAN LAND TITLE THAT WAS REQUIRED FOR EXPANSION AND SETTLEMENT	• INDIANS AGREED TO RELEASE RIGHTS IN LAND TO CROWN • CROWN AGREED TO PROVIDE CASH SETTLEMENTS AND/OR ANNUAL PAYMENTS, CERTAIN EDUCATIONAL RIGHTS, RESERVES FOR EXCLUSIVE USE AND OCCUPATION OF INDIANS, PROTECTION OF TRADITIONAL HUNTING AND FISHING RIGHTS	• CIRCUMSTANCES EXISTING AT TIME OF SIGNING OF TREATIES HAVE LED TO DISAGREEMENT BETWEEN SIGNATORY PARTIES OVER INTERPRETATION OF TREATY TERMS AND RIGHTS AND OBLIGATIONS ARISING THEREUNDER • COURTS HAVE HELD THAT PROVINCIAL, BUT NOT FEDERAL, LEGISLATION IS SUBJECT TO TREATY TERMS

NOTE:
OTHER AGREEMENTS, TREATIES AND LEGISLATION AFFECT INDIANS, INCLUDING:

1. NATURAL RESOURCE TRANSFER AGREEMENT WITH THE PRAIRIE PROVINCES TRANSFERRED CROWN LANDS BUT PROTECTED INDIAN GATHERING RIGHTS AND ALLOWED FOR THE SATISFACTION OF UNMET TREATY LAND RIGHTS
2. TERMS OF UNION, B.C. PLEDGED THE FEDERAL GOVERNMENT TO CONTINUE B.C. POLICY TOWARDS INDIANS AFTER UNION.
3. MIGRATORY BIRDS ACT OVERRIDES INDIAN HUNTING RIGHTS AS GUARANTEED IN THE TREATIES
4. PROVINCIAL GAME ACTS CREATE AMBIGUITIES WITH REGARD TO INDIAN HUNTING AND FISHING RIGHTS

LEGISLATION & TREATIES

Government's relationship with Indians is defined by treaties and agreements between specific groups of Indians and the government. The British North America Act gives the federal government the capacity to make legislation concerning Indians and Indian lands. The Indian Act is the major legislation through which the federal government exercises its legislative competence.

The constitutional limit to federal responsibility for Indians is in some respects open to debate, but its basic roles, established either by practice, law or treaties, are to:

- define who is entitled to be registered as a Status Indian
- define the rights and obligations of Status Indians
- legislate for the management of Indian lands
- cover the costs of obligations specified in treaties, such as annuities
- define the responsibilities and obligations of chiefs and band councils.

As a matter of practice, but not of legal obligation, the federal government has also assumed the cost of:

- elementary and secondary education
- common physical facilities on reserve lands such as roads, bridges, water and sewer systems, flood control, fencing, etc.
- health services and welfare for the indigent.

The cost of these services and their objectives are approved through the annual appropriation process.

Indians take the view that most services are provided to Indians as a matter of right that has been established formally or informally through treaties.

ROLES

The relative roles of the federal and provincial governments in providing services to Indians have become more important during the last 20 years:

- The number of Indians living off reserves increased from about 35,000 in 1966 to about 87,000 in 1979, accentuating the need to establish unequivocal agreements for Indian access to provincial services.
- Since 1950 the range and significance of social, health and education services provided by provincial governments has increased substantially, often with the financial support of the federal government. Indians on reserves have not had equal access to all of these.

A Survey of the Contemporary Indians of Canada stated as the federal position:

> ...the basic limitation (to provincial legislative competence) is the extent to which the federal government has made provision for Indians under the permissive grant of constitutional authority of section 91(24).
>
> The existing division of federal-provincial responsibilities pertaining to Indians is a reflection of policy decisions ... the barriers to a different pattern of federal/provincial responsibilities are attitudinal rather than derivative of the treaties or the British North America Act.

The provincial position is that Section 91(24) of the B.N.A. Act gives the federal government responsibility for Indians on and off reserves, and therefore the federal government is responsible for either directly providing services or covering 100 per cent of costs of services provided by provinces.

Indians will not accept any federal or provincial position that will diminish what they understand to be the federal government's comprehensive responsibility for Indians nor any program that tends to reinforce integration or assimilation of Indians into the non-Indian population. At the same time, they feel that they are entitled to programs as extensive and of the same quality as other Canadians.

There has been no change in the division of federal and provincial responsibilities for Indians since 1960, and although there has been frequent discussion, a number of issues remain unresolved, including:

- relative federal and provincial responsibility for providing or funding services to Indians
- lack of consistency in the availability of services from province to province
- exclusion of Indians (particularly while on reserves) from certain services available to non-Indians
- lack of integration of services on and off reserves in terms of access or quality, and failure to recognize Indian need to be off reserves frequently to find employment.

The Joint Parliamentary Committee of 1959-60 recommended that the issue of social services for Indians should be discussed at the next federal-/provincial conference.

The federal/provincial conference in 1964 did not come to an agreement.

In 1965, the federal government proposed a second part to the Canada Assistance Plan (cost-sharing social assistance) for provinces to extend social services to Indians with the federal government assuming 95 per cent of the costs. No provinces agreed.

Ontario entered into a special agreement with the federal government in 1965 to provide social services to Indians on reserves, assuming 95 per cent of the costs.

In 1972, the federal government proposed a revised second part to the Canada Assistance Plan, through which the federal government would cover 100 per cent of costs for provinces providing social services to Indians on reserves and share costs for Indians off reserves. Some Indians felt that this would implement the integration recommendations of the White Paper. No provinces agreed.

Beginning with ministerial tripartite committees in Manitoba (1977) and Ontario (1978), the Department of Indian Affairs opened three-way discussions with provinces, Indians and the federal government on services to Indians. Tripartite discussions on various levels have taken place from time to time since then.

In 1979, a meeting of First Ministers agreed to include an item on "Canada's Native Peoples and the Constitution" on the agenda of the next meeting, and Indian leaders were invited to participate.

FUNDING

In practice, the federal government generally assumes financial responsibility for the provision of certain services to on-reserve Indians. Most services are provided directly by the federal government or by the band itself with funding from the federal government. Costs incurred by provinces in providing services directly to Indians on reserves are either charged directly to the federal government or are the subject of special federal /provincial agreements that may deal with a range of services, including:

- social welfare
- child care
- health care
- education
- law enforcement and administration of justice
- community and economic development funding
- infrastructure and maintenance

In general, the connection of services such as road and electricity to reserves involves a sharing of costs between the federal and provincial governments. Some services – such as medical care and support for post-secondary education – are the subject of separate arrangements (the Established Programs Financing Act) which set a formula for transferring funds to provinces. The transfers are not related to a specific program nor to a particular group, but as a result Indians on and off reserves have access to both health and post-secondary education on the same terms as other provincial residents.

Funding for other services to off-reserve Indians is more uncertain, particularly for social assistance and social services. Practices concerning eligibility, charge-back and waiting periods vary among provinces.

FEDERAL/PROVINCIAL RESPONSIBILITIES: IMPLICATIONS

- Progress in resolving disagreement and confusion over federal/provincial roles and funding responsibilities has been slow and limited.
- The increasing number of Indians off reserves (and therefore participating in provincial programs) will accentuate the role problems.

GOVERNMENT PROGRAMS
federal programs

ROLES

Virtually all federal departments have been given responsibility for specific aspects of programming in support of Indians and other natives.

Secretary of State (SOS), has provided funding since 1970 for the political and cultural development of Indians and other natives, including:

- political associations (such as the National Indian Brotherhood [NIB] and provincial associations)
- friendship centres (to provide support to Indians living in urban centres)
- communications activities (such as newspapers, radios and television programming)
- women's associations
- social and cultural development

Total funding from the Secretary of State to Indian political associations has increased from nil in 1970-71 to $3.6 million in 1978-79. In addition, the native-oriented programs noted above are available to Indians.

Health and Welfare, through its Medical Services Branch, provides public health services to Indian bands and ensures that Indians have access to medical and hospital facilities (either through provincial programs or by providing service directly). The Medical Services budget for Indians has increased from $36.7 million in 1970-71 to $102.2 million in 1978-79.

Department of Regional Economic Expansion (DREE), through federal/provincial agreements, provides access to development funding to Indians and other natives. Indian use of special Agricultural and Rural Development Act (ARDA) funding has increased from an estimated $130,000 in 1972 to approximately $3 million in 1978. Total development funding that will be made available to Indians on reserves through the Western Northlands Agreement will be $59 million.

A Native Employment Policy was established in 1977, under the responsibility of the Employment and Immigration Commission (CEIC), to ensure that Indians and other natives receive support reflecting their low levels of employment. A native employment secretariat co-ordinates native involvement in regular Commission programming. There is also a native component to some CEIC programs, including the Canada Works Program, to which about $20 million has been allocated specifically for Indian job creation.

Canada Mortgage and Housing Corporation (CMHC), through 1979 amendments to the National Housing Act, accepts Indian bands as non-profit housing corporations for the purposes of its social housing program and its rural housing rehabilitation program. Funding (including loans from CMHC) to Indians and other natives has increased from $2.6 million in 1970 to $27 million in 1978.

INDIAN EXPENDITURES IN THE FEDERAL BUDGET

Comparison to Selected Components

	1970/71		1978/79 (estimate)	
	$ millions	%	$ millions	%
Expenditures on Indians	260	1.7	829	1.7
Defence	1775	11.8	5092	10.7
Transportation + Communications	940	6.2	3226	6.8
Health + Welfare (less Indian expenditures)	3191	21.1	15,748	33.1
Economic Development	1857	12.3	5431	11.4
Other	7068	46.8	17,310	36.3
TOTAL	15,089	100%	47,636	100%

sources:
Public Accounts, 1970-71; Estimates, 1978-79

In 1958-59, total expenditures for Indians were about $40 million from the Indian Affairs Program (DIAND) and the Medical Services Branch of the Department of Health and Welfare. By 1970-71 expenditures were $260 million. Total identifiable expenditure directly to Indians from all federal government departments was $829 million in 1978-79 from nine main departments and agencies. In constant dollars, the increase from 1958-59 to 1970-71 was 378 per cent; between 1970-71 and 1978-79, the increase was 37 per cent.

Expenditure for Indians from all sources represents 1.7 per cent of the federal government budget as it did in 1970-71. The Indian Affairs Program budget has dropped to 1.38 per cent of federal government expenditure from 1.48 per cent in 1970.

FEDERAL EXPENDITURES ON INDIANS

Expenditures on Indians in current dollars increased more than threefold between 1970-71 and 1978-79 compared to a fivefold increase in non-Indian Health and Welfare expenditures.

The proportion of total federal expenditures on Indians by DIAND has been declining, in particular since 1974-75.

	D.I.A.N.D.		NON-D.I.A.N.D.		TOTAL	
	$ MILLIONS	% INCREASE OVER 1970-71	$ MILLIONS	% INCREASE OVER 1970-71	$ MILLIONS	% INCREASE OVER 1970-71
1970-71	223	0%	37	0%	260	0%
1974-75	393	76%	71	92%	464	78%
1978-79	659	196%	170	359%	827	218%

source:

Study Group estimates based on departmental financial reports

FEDERAL PROGRAMS: IMPLICATIONS

- Introduction of Indian-related programs in departments outside Indian Affairs has:
  - broadened the range and increased the sensitivity of programs and services affecting Indians
  - broadened the interface between the federal government and Indians and made Indians less dependent on DIAND.
- Total expenditures on Indians per capita have increased in real terms since 1970-71 but have been two-thirds less than growth in expenditures for other social programs.

INDIAN AND INUIT AFFAIRS PROGRAM EXPENDITURES

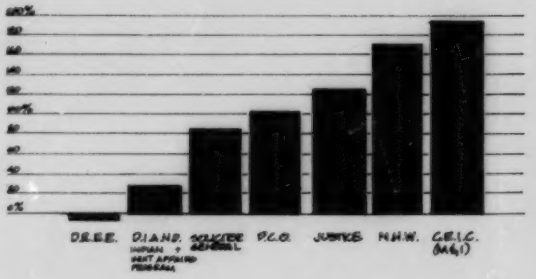
	$ MILLIONS 1970-1971	$ MILLIONS 1974-1975	$ MILLIONS 1978-1979
GENERAL PROGRAM ADMIN ACTIVITY	[illegible]	[illegible]	47.6
CAPITAL	.9	1.9	2.0
SUB-TOTAL	[illegible]	[illegible]	[illegible]
POLICY + RESEARCH ACTIVITY	2.6	4.1	6.5
ECONOMIC DEVELOPMENT ACTIVITY			
ADMINISTRATION	2.3	2.6	3.7
DEVELOPMENT SERVICES	4.4	7.2	11.4
LANDS	.9	3.8	8.6
BUSINESS SERVICES	.4	8.3	17.0
ARTS + CRAFTS			.6
REGIONAL ECON. PLANNING + DEVELOPMENT			2.2
CAPITAL EXPENDITURES	2.2	5.8	.1
SUB-TOTAL	10.2	27.7	[illegible]
COMMUNITY AFFAIRS ACTIVITY			
ADMINISTRATION	1.0	2.1	4.6
SOCIAL SERVICES	[illegible]	87.9	147.2
BAND MANAGEMENT	6.9	19.9	41.7
COMMUNITY HOUSING + FACILITIES	6.9	6.4	17.7
CAPITAL EXPENDITURES	[illegible]	47.9	82.2
SUB-TOTAL	[illegible]	[illegible]	[illegible]
EDUCATION ACTIVITY			
ADMINISTRATION	3.7	5.0	7.6
CULTURAL DEVELOPMENT		4.9	5.4
EDUCATION IN FED. SCHOOLS	[illegible]	35.6	63.1
EDUCATION IN NON-FED. SCHOOLS	29.8	45.3	94.1
TRANSPORTATION AND MAINTENANCE OF PUPILS	11.9	16.7	22.2
ADULT EDUCATION	2.0	3.6	5.9
VOCATIONAL EDUCATION	5.8	9.3	15.0
EMPLOYMENT + RELOCATION	2.1	3.2	6.6
STUDENT RESIDENCES	19.9	15.4	11.9
CAPITAL EXPENDITURES	17.4	25.5	34.1
SUB-TOTAL	104.8	164.5	265.8
TOTAL EXPENDITURES	[illegible]	[illegible]	[illegible]

source:
Financial Management Reports, DIAND

Between 1970-71 and 1978-79:

- Administrative expenditures remained relatively constant and increased from 5.4 per cent of the total Indian Affairs Program Budget in 1970-71 to 7.5 per cent in 1978-79.
- Economic development increased from about 4.5 per cent of the budget to 6.6 per cent.
- Social support expenditures remained a constant 22.3 per cent of the budget.
- Education decreased as a proportion of total expenditures from 46 per cent in 1970-71 to 40 per cent in 1978-79.

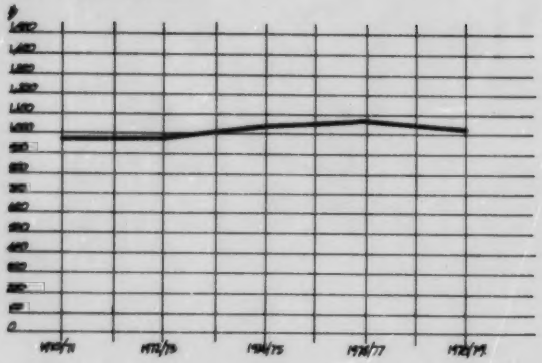
EXPENDITURE GROWTH
1970/71 to 1978/79
1971 $



sources:
(1) *Estimates: For the Fiscal Years* 1970-78, Government of Canada
(2) Estimates made for fiscal year 1978-79

GOVERNMENT PROGRAMS
indian affairs

PROGRAM EXPENDITURES
Indian Affairs Programs in 1970/71 $ per capita Indian

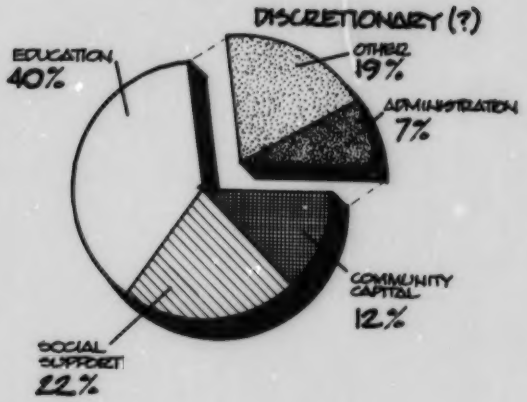


source:
Financial Management Reports, DIAND

Between 1957-58 and 1970-71, the Indian and Inuit Affairs Program budget increased by 488 per cent in constant dollar terms (i.e., discounting inflation) or 318 per cent per capita Indian.

Between 1970-71 and 1978-79, the program budget increased 28 per cent in total (5 per cent per capita), compared to increases of up to 190 per cent in other social program departments.

DISCRETIONARY EXPENDITURES
Indian Affairs Program



source:
Financial Management Reports, DIAND

Almost three-quarters of the Indian Affairs Program expenditures are considered non-discretionary, being devoted to such essential programs as education, social assistance and services, housing and community infrastructure. The bulk of the expenditures deemed discretionary are devoted to economic development.

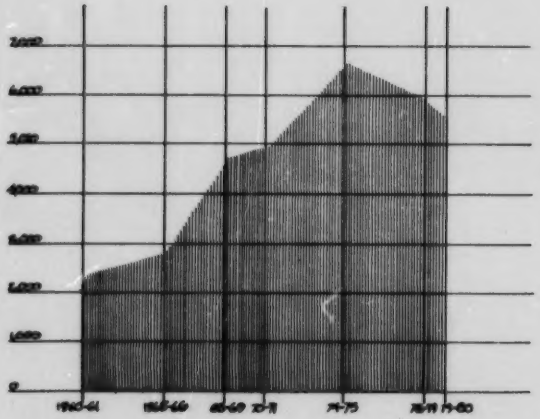
MANAGEMENT

Main changes in the Indian Affairs Program in the last 20 years include:

- elimination of direct administration of Indian community activities through Indian agencies (these were closed between 1966 and 1969)
- increased decentralization from headquarters (Ottawa) to regions. Proportion of headquarters to regional staff (excluding teachers) changed from 1:3 to 1:8.
- net reduction in staff since 1975, with a planned further reduction of 1,000 or about 18.5 per cent, through transfer of programs to band management.

STAFF

Indian and Inuit Affairs Program

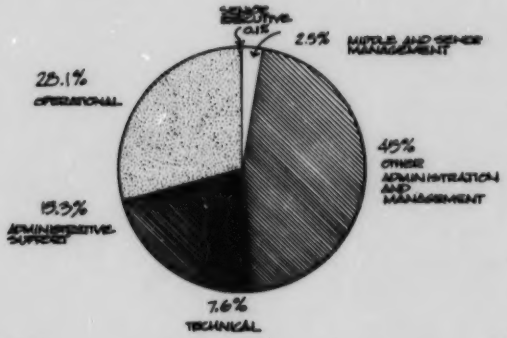


source:

Estimates: For the Fiscal Year Ending March 31, 1980, Government of Canada. Cat. No. BT 31-2/1980.

NATIVE REPRESENTATION BY MANAGEMENT LEVEL

Indian and Inuit Affairs Program
1979



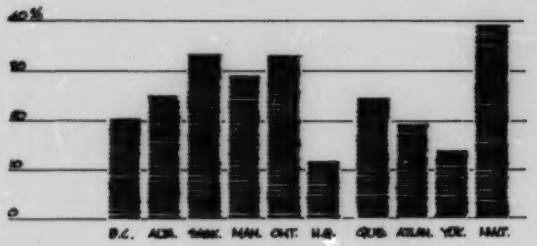
source:

Personnel Division, DIAND

Since 1973, the number of native employees in the Indian Affairs Program has remained relatively constant at between 1,300 and 1,400. Currently, about 2.5 per cent of natives in the indian Affairs Program are in the middle and senior management level. Forty-seven per cent are in administrative and other management positions, while 28.1 per cent are in operational positions (primarily teaching).

NATIVE EMPLOYEES

Indian and Inuit Affairs Program



source:

Personnel Division, DIAND

Natives as a proportion of total Program staff range from a low of 12 per cent at headquarters to almost 40 percent in the N.W.T. The current target for full-time Indian employees in the Program is one-third by 1981-82 compared to the present national proportion of 26 per cent.

The number of native employees in the Indian Affairs Program has been influenced by:

- the number of alternative jobs, both professional and administrative, which are available with bands and associations
- the interest of many Indians in working directly with their people and a reluctance to work in the government bureaucracy
- the policy of opening up professional and middle management jobs in the Indian Affairs Program, which require a longer training process.

INDIAN AFFAIRS PROGRAM: IMPLICATIONS

- The real per-capita increase in government expenditures from all departments for Indians since 1970-71 has been about 14 per cent and is lagging well behind other social programs.
- The transfer of responsibility for administration to bands has been paralleled by a decentralization of headquarters staff to regions and a significant reduction in staff levels.

COMMUNITY ADMINISTRATION

Since 1965 the Indian Affairs Program has, as a matter of policy, transferred the administration of programs to Indian bands.

The band government activity now includes 3 basic components:

- Contributions to Bands: through which the funds for program management are transferred to bands. (Started on pilot project basis in 1968 and introduced comprehensively in 1974).
- Core Funding: a grant for basic administrative costs of the chief, council members and manager. (Started as a pilot project in 1972 and formally introduced in 1974).
- Band Training and Support Services: to assist the development of managers at the band level and provide technical support (started in 1970).

BAND-MANAGED FUNDS

$ (millions)

	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79
D.I.A.N.D. BUDGET	260.4	278.8	334.7	391.0	457.3	552.6	614.4	658.6
BAND MANAGED FUNDS	34.9	47.5	72.5	97.6	112.4	147.6	193.3	227.2
BAND OVERHEAD (INCLUDES CORE FUNDING)	8.3	10.7	12.8	15.5	21.7	24.5	27.2	28.8

source:
Financial Management Reports, DIAND

BAND-MANAGED FUNDS

Selected Components ($ millions)

	71-72	72-73	73-74	74-75	75-76	76-77	77-78	78-79
COMMUNITY DEVELOPMENT	26.9	33.2	45.0	56.1	60.6	75.0	90.4	102.3
EDUCATION	3.6	5.6	11.3	17.9	54.8	33.5	47.5	53.1
ECONOMIC DEVELOPMENT	.2	.3	.6	.6	.6	.7	1.6	3.5
CAPITAL	4.2	8.3	15.4	22.8	29.8	37.6	52.4	67.7

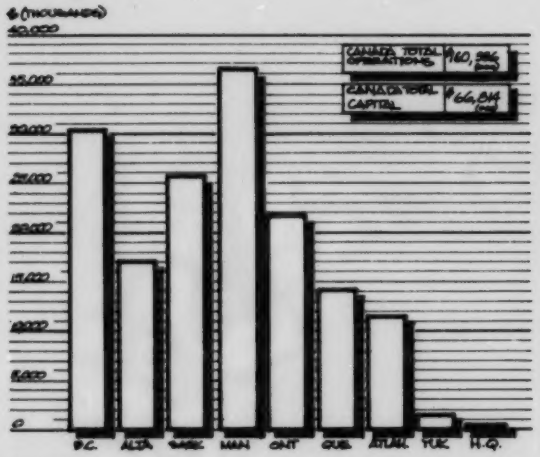
Includes contributions provided to the bands for their own administration.
source:
Financial Management Reports, DIAND

Since the program was introduced, main changes have included:

- a decline in overhead component as a proportion of all band-managed funds since 1970-71
- increased management by Indians of the education and capital components of the program compared to social assistance (About 50 per cent of the total capital and about one-third of the elementary and secondary school budgets are administered by bands.)

INDIAN-MANAGED FUNDS

Operations Expenditures (excludes capital expenditures)



source:
Financial Management Reports, DIAND

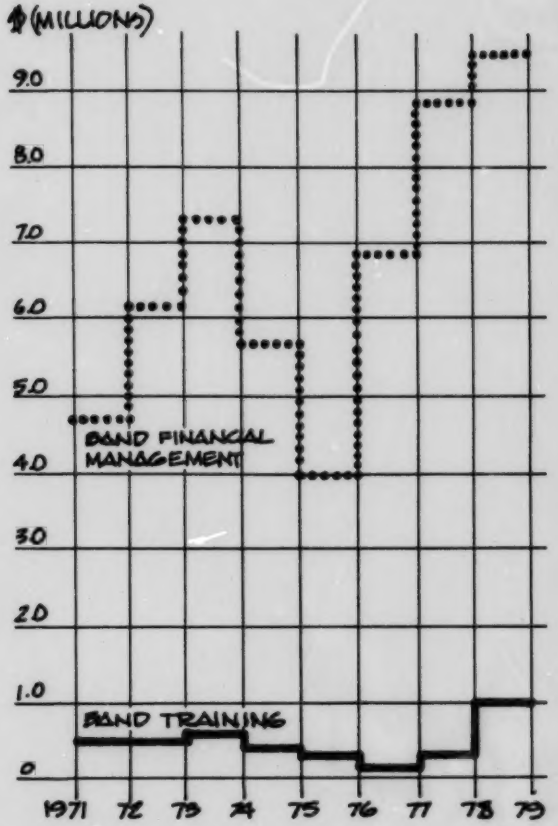
The varying levels of band-administered funds in each region do not reflect the degree of interest of bands in administering funds but rather:

- the level of social assistance administered by provincial authorities
- the number of Indian children attending provincial schools

Ninety per cent of bands are participating in the core funding programming, and all those that can (65 per cent) are administering social assistance.

BAND TRAINING AND FINANCIAL MANAGEMENT

Support by DIAND



source:
Financial Management Reports, DIAND

Increases in support funding for training and financial management reflect a concern within the Indian Affairs Program that bands have adequate funding to improve administration.

Although the involvement of bands in program administration has increased almost sevenfold since 1970-71, there are still several administrative limitations in the contributions to bands program:

- Programs are still separated into specific activities with restrictions on tradeoffs among them.
- Planning for budgets at the departmental and community levels is not integrated.
- Management at the community level is hampered by inability to commit funds over a number of years and well in advance of the start of fiscal years.

SOCIAL SUPPORT EXPENDITURES

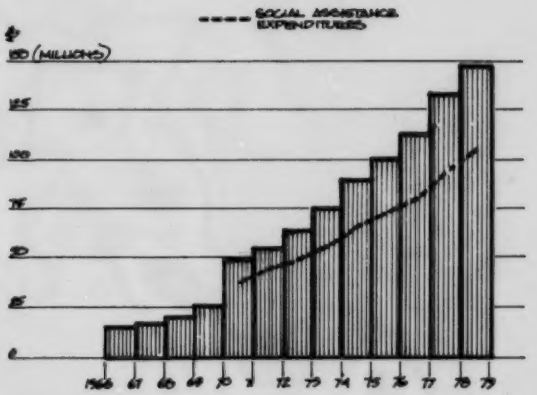
All Federal Programs

	1970/71		1978/79	
SOCIAL SERVICES	$ THOUSANDS	%	$ THOUSANDS	%
SOCIAL ASSISTANCE	34,627	41.1	104,049	43.0
CHILD CARE	11,680	13.9	24,788	10.3
ALCOHOLISM	167	0.2	5,539	2.3
OTHER SOCIAL SERVICES (ADULT CARE, DAY CARE, WELFARE ADM)	1095	1.3	9,880	4.1
MEDICAL SERVICES	36,599	4.0	94,002	38.8
SPORTS AND RECREATION	99	0.1	2,211	0.9
LEGAL SERVICES AND NATIVE JUSTICE			1689	0.7
TOTAL	84,267	100	242,158	100

sources:
(1) Financial Management Reports, DIAND
(2) Financial Services, Health and Welfare Canada
(3) Fitness and Amateur Sport Branch, Health and Welfare Canada
(4) Solicitor General, Canada
(5) Department of Justice

SOCIAL SUPPORT

Expenditures by DIAND



source:
Financial Management Reports, DIAND

Social support involves the provision of social assistance and social services to Indians on reserves.

- Social assistance includes welfare payments to eligible Indians living on reserves according to standards in effect in the province in which the reserves are located. Social assistance is provided either directly by the Department through the provincial agencies involved, particularly Ontario, or by the Indian bands.
- Social services include child care, adult care and counselling. Frequently these services are purchased from the province in which the reserve is located.

In the 1950's and early 1960's, social support for Indians was provided in kind rather than cash and was usually administered by an agent according to his judgement rather than by established rules. Indian professional staff and preventive services were non-existent.

The *Survey of the Contemporary Indians of Canada* commented on the system:

> ...Indians have consistently received different and in most cases inferior welfare services to those provided to non-Indians.
>
> ...instructions to Agents state that relief is not the right of any Indian but is given at the pleasure of the Branch to prevent suffering.
>
> By 1956 the Branch decided that the time had come to work towards the elimination of the practice of providing relief recipients with a ration or grocery order and substituting cheque payment.

Since 1960, the following changes have taken place:

- Indian social assistance is based on the same rates and rules as provided to non-Indians in each province.
- Except for an Ontario agreement signed in 1966, Indians on reserves do not now have access to provincial services. This reflects the long-standing disagreement between provinces and the federal government on the responsibility for services to Status Indians. Two proposals, in 1966 and 1972, unsuccessfully attempted to resolve this issue through the Canada Assistance Plan.
- There have been a number of separate efforts to introduce preventive programs, particularly in the areas of justice administration and the treatment of alcohol abuse. Expenditures in this area were less than 3 per cent of the Indian Affairs Program budget in 1978-79.
- Several approaches have been made to establish a developmental application of social services resources: a community development approach, a Work Opportunities Program designed to use social assistance to subsidize wages, and finally an extension of this approach through the band work process. Expenditures in this area are about 1 per cent of total social support expenditures.

SOCIAL ASSISTANCE COSTS

Average Cost Per Case Month (Dollars)

	73-74	74-75	75-76	76-77	77-78	78-79
D.I.A.N.D.	169	179	195	210	249	268
NEW BRUNSWICK		188	226	240	279	272
QUEBEC		206	226	243	299	
ONTARIO		217	298	251	284	
MANITOBA		195	171	187	225	
SASKATCHEWAN	221		289	385	398	345

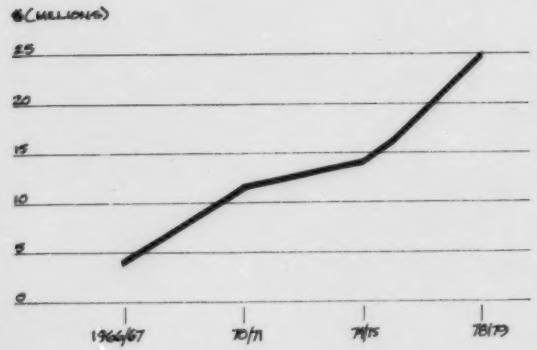
source:
Welfare Information Systems Branch, Health and Welfare Canada

Although social assistance has increased as a proportion of total social support expenditures, the cost per case has been comparable to provincial costs.

Expenditures on other social services, particularly preventive social services, are comparatively low.

The number of professionals employed (62) by bands and by DIAND to provide services to Indians is well below standards applied in provincial or municipal systems.

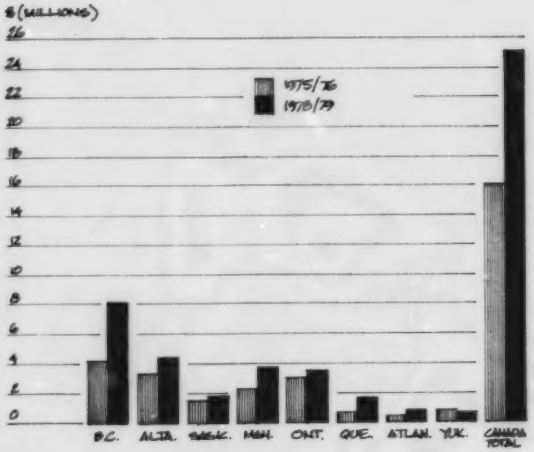
CHILD CARE
Expenditures by DIAND



source:
Financial Management Reports, DIAND

Although total child-care expenditures have increased fivefold since 1966 in current-dollar terms, the expenditures have been relatively stable in constant-dollar terms per capita child.

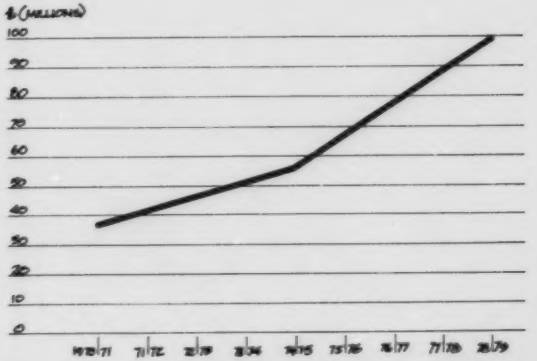
CHILD CARE
Expenditures by DIAND



source:
Financial Management Reports, DIAND

Regional variations in child-care costs reflect differences in provincial costs as well as the numbers of children in care.

HEALTH CARE
Expenditures by National Health and Welfare



Includes expenditures by Indian Health Services and Northern Health Services, Medical Services Branch of Health and Welfare Canada. Also includes HQ expenditures.

source:
Financial Services, Medical Services Branch, Health and Welfare Canada

Health care is provided to Indians through the provincial health systems. The Department of Health and Welfare through the Medical Services Branch provides ancillary and public health services. Specific services include:

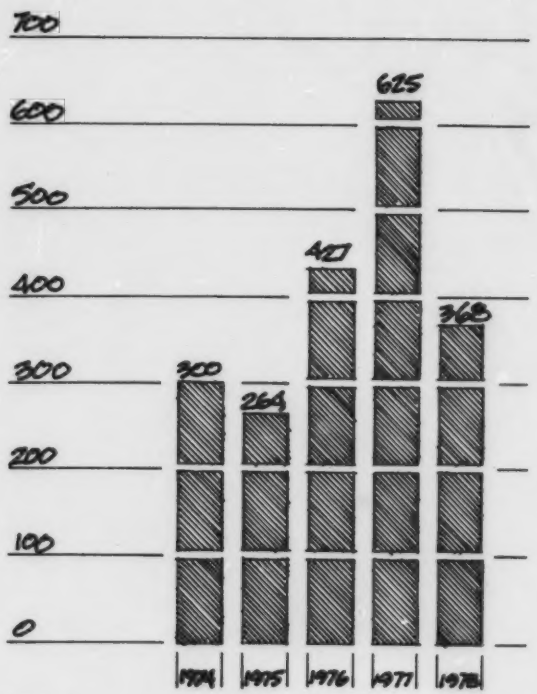
- Medical services: provided by private practitioners covered by provincial medical plans. In remote areas services are provided by the Department of National Health and Welfare.
- Hospital services: provided through provincial hospitals.
- Public health services: financed by the Department of National Health and Welfare, with quality control provided by the Department. Frequently the services are

administered directly by Indian communities.

- Health liaison workers and public health nursing services: provided by the Department of National Health and Welfare and frequently administered directly by bands.
- Uninsured medical services: provided by the Department of National Health and Welfare, such as transportation, drugs and eyeglasses.

During the past 8 years, expenditures for health services to Indians have increased by 23 per cent in constant dollars. Government expenditures increased 40 per cent during this period. Total Indian population growth for the period was 21.2 per cent.

INDIAN HEALTH WORKERS



source:
Annual Reports of Medical Services Branch and internal sources, Health and Welfare Canada

In an effort to deal with the physical and social isolation of Indian reserves and to integrate Indian communities into general health systems, Indians have increasingly become involved in the delivery and management of health services.

This has included:

- funding of community health representatives as band employees to co-ordinate with various components of the health system
- formation of band health committees to provide direction for community health needs
- band management of specific aspects of health services, particularly medical transportation
- development of Indian-operated health centres where the population concentration warrants it (The first of these began operation in 1979).

COMMUNITY SUPPORT

Federal Expenditures ($ thousands)

	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79
C.M.H.C. LOANS	2,597	2,701	3,029	1,284	1,226	3,199	5,022	3,410	5,470
D.R.E.E. NORTHLANDS [1]					90	150	2,700	5,000	3,523
D.I.A.N.D. COMMUNITY HOUSING AND FACILITIES [2]	34,666	43,776	45,767	51,094	53,719	60,992	80,806	91,951	99,915
TOTAL	37,263	46,477	48,796	52,378	53,235	64,341	88,528	100,361	108,908

sources:

(1) Program Support Branch, DIAND

(2) Regional Offices, DREE

- Annual capital contributions are made to support the construction of roads and electrical, water and sewage services. Funding is provided to cover 100 per cent of the cost of these items with no debt loading or community service charge.
- DREE, through its Northlands program, provides some support funding for infrastructure development.

(1) Indian Reserve Programs only

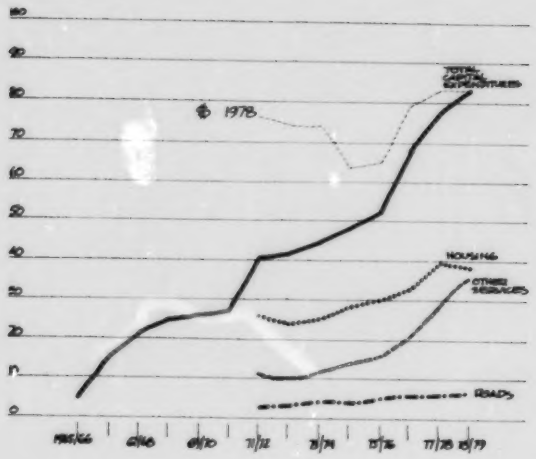
(2) 1978-79: capital: $8.2 million
non-capital (does not include policing program): $17.7 million

The Department of Indian Affairs provides funds to support house construction on reserves, housing purchases off reserves, road construction, and water, sewer and electrical services. There are three programs:

- The on-reserve housing program includes the use of CMHC funding including housing loans guaranteed by the Minister, job-creation funding, local labour and financial contributions, plus a non-repayable contribution from Indian Affairs of up to $12,000 per house.
- Off-reserve housing involves the provision of a forgiveable second mortgage of up to $11,000.

GOVERNMENT PROGRAMS
program activities

COMMUNITY CAPITAL EXPENDITURES
$ (millions)



source:
Financial Management Reports, DIAND

COMMUNITY SERVICES
DIAND Non-capital Expenditures ($ thousands)

	1971/72	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	1978/79
PLANNING	120	362	368	551	61	20	45	421	1286
BAND MANAGEMENT (TRAINING)		454	515	638	437	325	165	343	1031
OPERATIONS AND MAINTENANCE									
HOUSING		6		36	29	20	(37)	26	37
ROAD	1,342	1,444	1,240	1,754	2,168	2,766	3,390	4,000	3,741
WATER AND SANITATION	348	438	641	970	1,296	1,758	2,510	3,276	3,455
ELECTRIFICATION	12	13	69	71	71	107	179	226	308
OTHER COMM. FACILITIES	193	215	211	474	2,148	203	1,279	714	3,644
MUNICIPAL SERVICES	100	481	685	810	1,196	1,867	2,507	2,350	3,468
POLICING	46	191	814	1,071	1,254	1,730	3,013	5,020	5198
FIRE PROTECTION		34	112	217	364	476	499	575	524

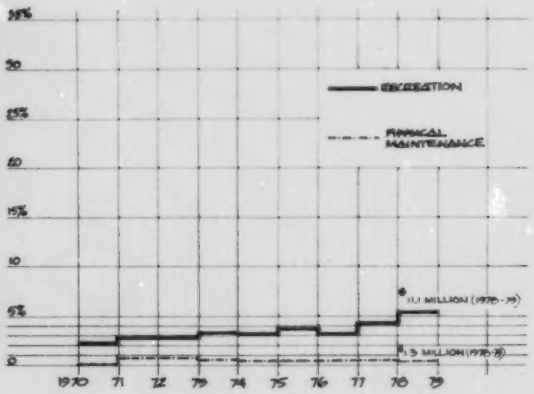
source:
Financial Management Reports, DIAND

Major events in development of improved housing and community services include:

- band capital asset development program introduced in 1966
- CMHC support of the rehabilitation of housing through the Rural Housing Rehabilitation Assistance Program (RHRAP) in 1974
- Indian housing policy announced in 1977 which involves:
  - band councils operating as housing corporations for low income housing loans through CMHC
  - ministerial guarantees to replace the absence of real property security on reserves
  - maximum subsidy of $12,000 per house.

RECREATION AND PHYSICAL MAINTENANCE EXPENDITURES

% of Community Affairs Program



source:
Financial Information Reports, DIAND

Problems relating to housing and services on reserves include the following:

- Indian houses have an average life of 15 years compared to 35 years for non-Indians.
- Construction pace of 2,000-2,400 houses a year would have to be doubled for five years to meet existing backlog and new demand.
- Funding arrangements with long-term loans and limited subsidy are considered inappropriate for communities such as Indian reserves with limited income and economic potential.
- Capital expenditures have not grown in real terms during the last 3 to 4 years
- Expenditure on recreation and on the maintenance of community facilities to improve Indian living conditions remains a minor part of the Indian Affairs budget.
- Maintenance expenditures appear to be relatively small in light of an overall on-reserve capital investment that now exceeds $82 million per year.

INDIAN ECONOMIC DEVELOPMENT

Federal Expenditures ($ thousands)

		1974-75	1975-76	1976-77	1977-78	1978-79
C.E.I.C.						
	CANADA WORKS				21,442	21,981
	YOUNG CANADA WORKS				2,292	2,511
	L.E.A.P.		848	1,034	1,277	N.A.
	C.M.T.P.	9018	11,998	19,000	16,716	10,993
	C.M.I.T.P.		886	2,651	2,759	1,280
	OUTREACH	282	476	902	1809	754
	SUMMER YOUTH EMPLOYM'T	496	871	1957	5,084	4,705
TREASURY BOARD						
	R.L.I.P.		750	3,643	4,586	727
D.R.E.E.						
	SPECIAL A.R.D.A.	2,000	5,640	9,150	5,140	N.A.
	A.R.D.A. III	740	260	80		N.A.
	OTHER		20	100	100	N.A.
FISHERIES AND OCEANS					965	456
D.I.A.N.D.		17,666	24,002	44,931	42,647	49,401
TOTAL		40,324	53,146	78,794	101,059	86,828

sources:
(1) Canada Employment and Immigration Commission
(2) Treasury Board of Canada
(3) Department of Regional Economic Expansion
(4) Fisheries and Oceans Canada
(5) Financial Management Reports, DIAND

Programs in this area include:

- Non-repayable contributions for equity and project development, and loans for additional capital, funded by Indian Affairs.
- Employment services, short-term job creation, and various forms of training, provided by Canada Employment & Immigration Commission (CEIC).

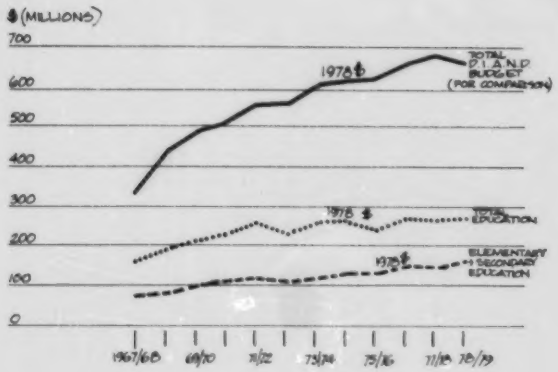
- Funding from the Department of Regional Economic Expansion through special ARDA and through subagreements (such as the DREE Northlands Agreement) to support various aspects of economic development.

Most of the growth in economic and employment development activities has occurred since 1970-71, when total federal expenditures were probably less than $10 million. Since that time:

- Loan funds have increased from $10 million to an aggregate of $100 million.
- Non-repayable contribution funding has increased to between $15 and $20 million per year.
- Indian-operated development programs (sectoral programs) now receive funding of around $10 million a year.
- Various kinds of short-term job creation programs have been available to Indians since 1971. Their participation was over $20 million in 1978-79.
- An Indian and native component of the Local Employment Assistance Program has been established to give more flexibility to Indian job-creation activities.

ELEMENTARY AND SECONDARY EDUCATION

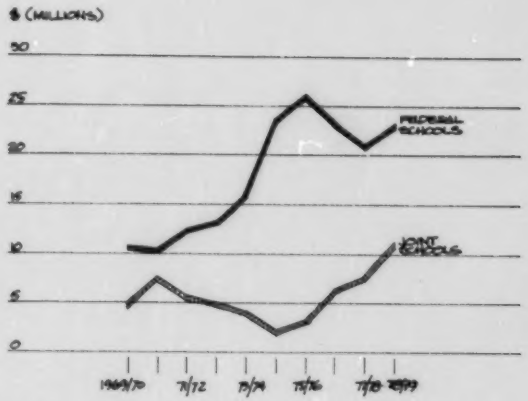
Expenditures



All expenditures refer to both O & M and capital. Elementary and secondary education include both federal and non-federal schools.

source:
Financial Management Reports, DIAND

CAPITAL EXPENDITURES ON EDUCATION



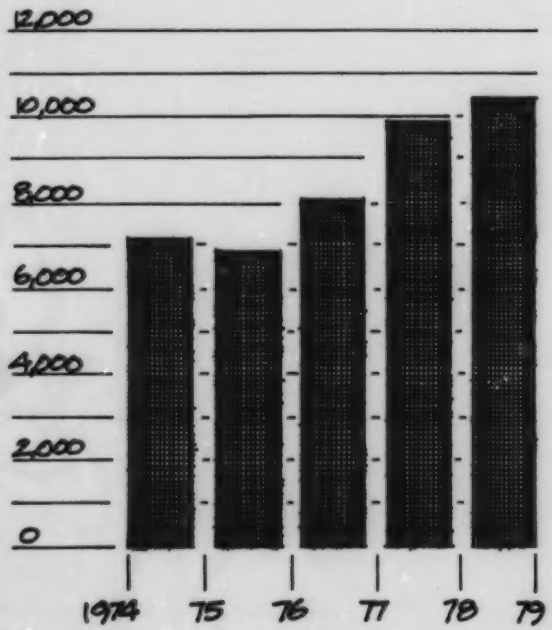
source:
Financial Management Reports, DIAND

DIAND provides support to Indian education on a comprehensive basis to the end of the secondary level, including:

- schools operated by the Department on reserves
- schools operated by Indian bands on reserves
- capital and tuition payments to provincial schools to provide education to Indians in provincial school systems off reserves.

UNIVERSITY AND PROFESSIONAL TRAINING

Support Funding ($ thousands)

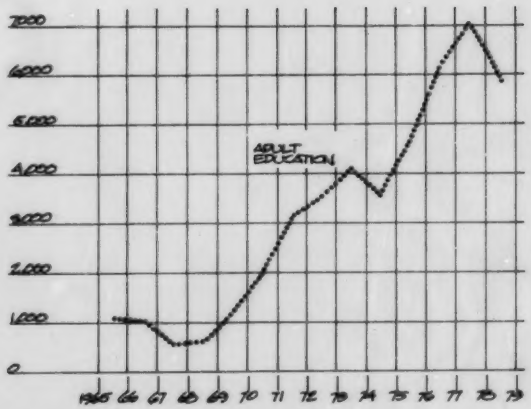


source:
Financial Management Reports, DIAND

In addition, support is provided for students in university and professional programs, and (in co-operation with the Employment and Immigration Commission) for various kinds of skill development and training.

ADULT EDUCATION

Expenditure ($ thousands)



source:
Financial Management Reports, DIAND

Adult education is funded on the community level by DIAND. School committees, as well, are supported by the department, where schools provide education to students from reserves.

Major changes occurring over the past 10-15 years include:

- phasing out of residential schools as the focus for Indian education
- initiation of Indian control of education. This began in 1973 and is continuing with the formation of Indian school boards and the transfer of Indian schools to band control. A further transfer of schools involving about 50 per cent of teaching staff is planned during the next 3 years.
- increases in elementary participation to non-Indian levels
- a tenfold increase in Indians attending university (participation rates are still half non-Indian levels).

In the early 1970's, adult education was directed primarily at educational upgrading. More recently, adult education has been directed towards skill development and improving conditions in Indian communities.

In 1980-81 the use of Canada Employment and Immigration programs such as Basic Job Readiness Training (BJRT) and Basic Training and Skill Development (BTSD) for educational upgrading will be phased out and more adult education funding will be applied to this purpose.

GOVERNMENT PROGRAMS
program activities

CULTURAL SUPPORT

Until the 1950's there was an active policy to discourage the use of Indian language and cultural practices. In 1964 and 1965 a cultural grants program and a cultural development division were established in the Indian Affairs Program. Since that time, various conferences, a continuation of the cultural grants program, and the introduction of Indian-operated cultural/educational centres have continued the process of cultural reinforcement.

The Department of Indian Affairs provides funding for cultural activities through:

- cultural/educational centres
- cultural grants for individual artists and for individual projects.

Secretary of State also provides funding to support communications activities, particularly to support native communications.

CONSULTATION

Direct contributions by Indians to policy and program development have been encouraged since about 1964, when the Indian Affairs Program developed advisory councils at the local, regional and national levels.

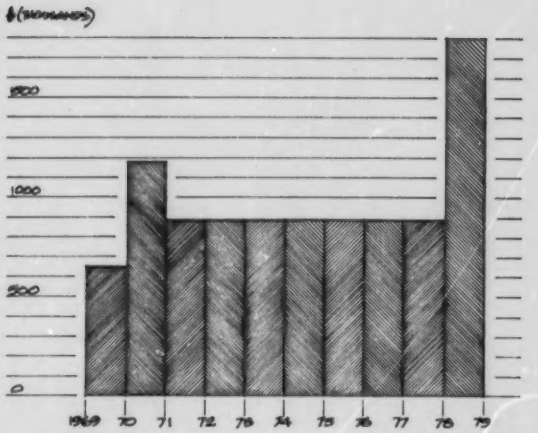
The 1966 *Survey of the Contemporary Indians of Canada* noted that:

- No independent, comprehensive and continuing political representation had developed to that point and that one was needed to represent Indian views to government.
- The advisory boards implemented by Indian Affairs were not an effective mechanism to represent Indian views since they were effectively instruments of the Department invoked to react to government initiatives.

Indian organizations developed rapidly in the late 1960's and early 1970's and are now operating as political representatives of Indian people in relation to all levels of government.

The Indian/Government Relationship Policy, approved in July 1976, formalized the program of consultation across all departments of government and confirmed that this approach must be based on the understanding that the government's relationships with Indians "...is based on the concept of Indian identity within Canadian society rather than on separation from Canadian society or an assimilation into it."

CONSULTATION FUNDING



source:
Policy, Research and Evaluation Group, DIAND

Changes in government programs to support the process of consultation include:

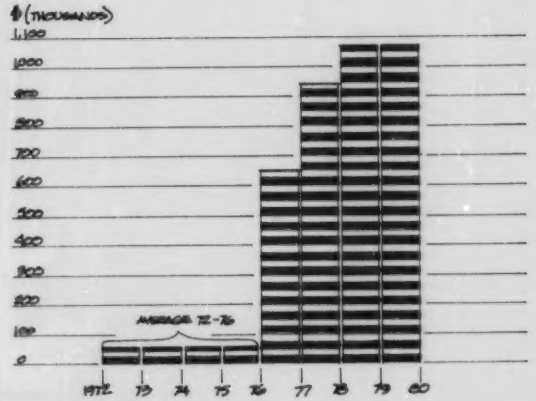
- provision of consultation funding by the Indian Affairs Program to support meetings and discussions of policies and programs
- introduction of core funding through the Secretary of State to cover Indian associations' operating costs (1972)
- use of claims and Indian Act research funding to support Indian initiatives in these areas

- The provision of Program funding (*e.g.*, community development, education and economic development) to support associations' involvement in various aspects of Program delivery.

Total funding to Indian associations from all sources is estimated to be approximately $19.3 million in 1978-79.

INDIAN ACT REVISION

DIAND Contributions to Indian Associations for Research



source:
Policy, Research and Evaluation Group, DIAND

The process to revise the 1951 Indian Act has been under way since 1962, including major proposals developed in 1968 and revised in 1973.

Revision of Indian Act and clarification of Indian rights through constitutional discussions are now proceeding simultaneously. The object of these discussions is to:

- clarify and formalize specific rights associated with Indian status
- provide legal and administrative arrangements through which Indians can operate with limited intervention by officials
- expedite basic legislative provisions concerned with membership, property management and the legal rights of band councils.

Some of the major events in the Indian Act revision process in the last 10 years include:

- Government funding of Indian associations to develop and discuss changes in the Indian Act started in 1973 (approximately $4 million to date).
- A National Indian Brotherhood/cabinet committee was established in 1975 to review proposed changes to the Indian Act and other aspects of government policy. The NIB withdrew from this committee in 1978 because of what it perceived to be a lack of achievement.
- Indians invited to participate in constitutional discussions in February and confirmed in September of 1979.

CLAIMS

Indian land claims have been an issue since Confederation. Eleven treaties were signed between 1871 and 1921 which covered the "settled" areas of the country. During the 1960's and early 1970's, the settlement of claims became a more urgent issue because:

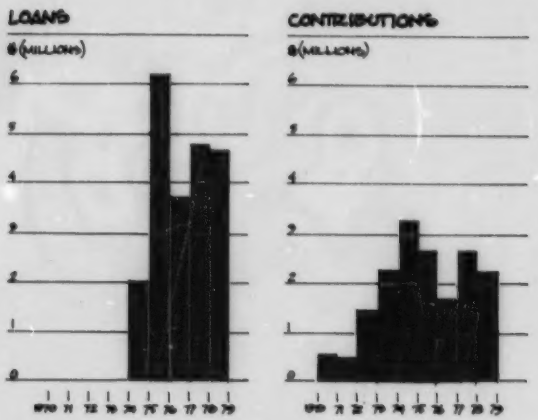
- Resource development drew attention to areas where original title to land had not been extinquished.
- Indians, concerned with protection of their status and development, became aware of unfulfilled treaty entitlements or breaches of treaty rights.

An Office of Native Claims was established in the Department of Indian Affairs and Northern Development in 1974 to provide a mechanism for the identification and negotiation of claims. Establishing a claim involves:

- initial research to identify potential claims by Indian bands or associations or other native groups (usually funded by the Research Branch of DIAND)
- a formal claim, made to the Minister and assessed through the Office of Native Claims in conjunction with the Department of Justice
- negotiation, once the claim is accepted as valid – this may be funded either through loans against the expected compensation or non-repayable contributions, depending on the circumstances.

FUNDING OF CLAIMS RESEARCH

From All Federal Sources to Native Associations



Loans are provided to claimants as an advance against settlement. Contributions provide funding for research and litigation with respect to comprehensive and specific claims.

source:
Policy, Research and Evaluation Group, DIAND

Since 1970, the federal government has provided a total of $40.7 million for claims research and development; $17.1 million (42 per cent) in the form of non-repayable contributions and $23.6 million (58 per cent) in loans against the settlement of claims.

The pace of claims submissions seems to have slowed because many bands reject the existing process. Fewer than 20 per cent of the claims received by the Office of Native Claims have been submitted in the last 3 years.

COMPREHENSIVE CLAIMS

Areas Claimed by Native Associations

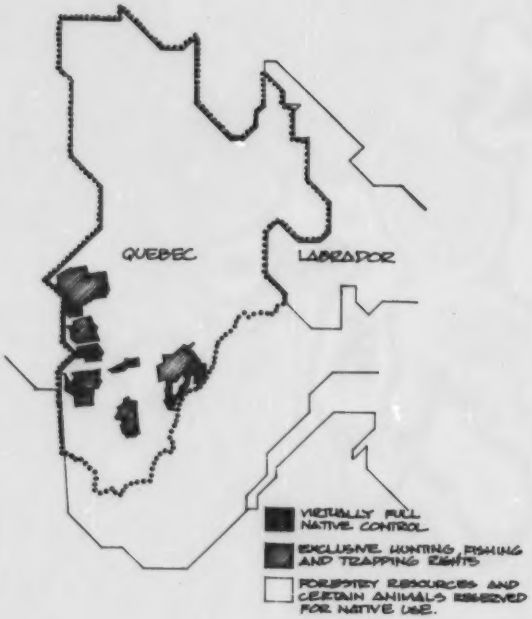
source:
Office of Native Claims, DIAND

Claims related to traditional use and occupancy of land are referred to as comprehensive claims. Comprehensive claims involve financial compensation and clearly-established rights with regard to land. They also involve protection of culture and life-style, as well as establishing legal entities that can significantly alter the relations between Indians and government.

Negotiations with Indians (and Inuit), particularly in the north, also involve concepts of self-government and resource management that could fundamentally alter the way Indians live and relate to non-Indian society.

JAMES BAY AGREEMENT

Cree Land Settlements

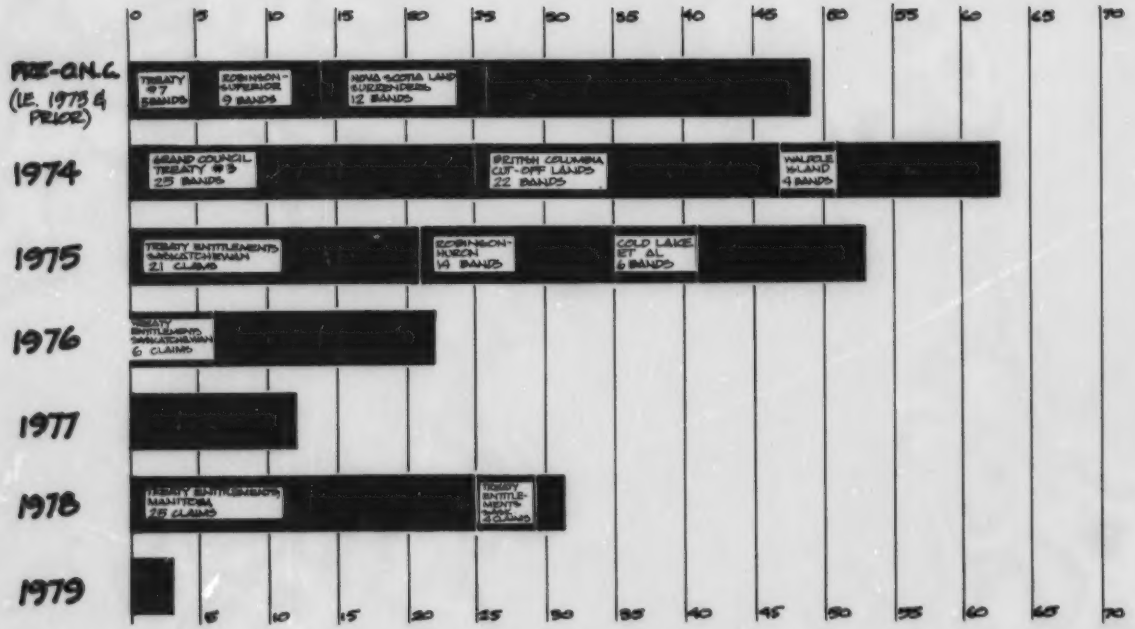


source:
Office of Native Claims, DIAND

The James Bay Agreement, the only major comprehensive claim agreement concluded to date:

- established the existing Cree and Inuit communities as municipal corporations under Québec municipal law
- gave the Cree and Inuit control of education under provincial law with language and cultural protection
- created economic development corporations to invest funds received through the agreement and to support various forms of economic development
- established co-operatives for trappers, guides, artists and artisans to promote and protect these particular groups
- introduced the concept of income security to allow Indians to pursue traditional life-styles.

SPECIFIC CLAIMS
Submitted for Settlement



source:
Office of Native Claims, DIAND

Specific claims are concerned with unfulfilled or disputed treaty obligations. Since 1970 a total of 233 specific claims have been received by the Office of Native Claims. Of these:

12	not pursued
16	referred to another agency such as Indian Affairs Program or Provinces
22	filed by claimants with federal court
45	being reviewed for validity
72	liability denied
57	liability accepted, and settlement under negotiation
8	settled
1	negotiations terminated without settlement
233	

PROGRAM ACTIVITIES: IMPLICATIONS

- Increasing Indian management of government programs will continue to transform the government's role into a facilitative one, with greater need to support the development of band planning and management capabilities.
- Although social support of various kinds covers more than 20 per cent of expenditures in Indian Affairs, preventive programming and professional staff lag well behind non-Indian standards
- Future changes on health-care services are expected to focus on preventive care at the community level.
- Population growth and family formation has been high, but funding for housing has been stable in the last few years.
- Indian economic development resources come from a variety of programs, with Indian Affairs contributing less than 50 per cent. This situation probably reinforces a lack of cohesion and responsiveness.
- The continuing shift to band control of education is expected to significantly reduce departmental education staff and transform its role to one almost exclusively of funding.
- Support for cultural maintenance and development is believed to be essential in supporting Indians in their pursuit of other social and economic development objectives.
- Resources are now available for consultation, Indian Act revision and claims research so that Indian associations can represent their constituents to governments and the general public.

OFF-RESERVE

CONTENTS

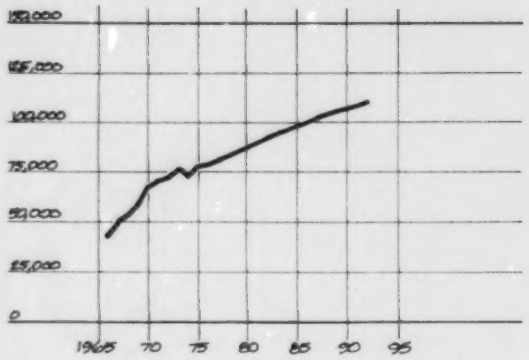
This chapter describes changes in conditions for Indians living off reserves over the last 10 years, including:

- Population size, growth, male/female ratios, age composition and distribution
- Migration factors
- Education
- Employment
- Income
- Housing
- Health
- Support Services

Data for social and economic conditions of Indians living off reserves is scarce and does not allow for complete comparisons either nationally or over time.

OFF-RESERVE
population

OFF-RESERVE POPULATION
Number of Indians Living Off Reserves

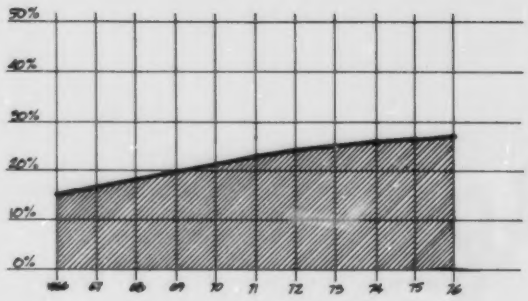


sources:
(1) "Registered Indian Population by Residence and Region," Statistics Division, DIAND

(2) *Final Report, Housing Needs Analysis – National and Regional Summary Statistics*, Housing Division, DIAND

Estimates of the numbers of Indians living off reserves have varied widely according to various definitions. Some Indians live permanently off reserves. Many others migrate back and forth with great frequency. Since there are no accurate accounts of Indian migration and residency, distinguishing between short and long-term off-reserve residency, the estimates used in this report are based on band membership lists, which define on-reserve Indians as those having resided regularly on reserve for at least 12 months prior to population surveys.

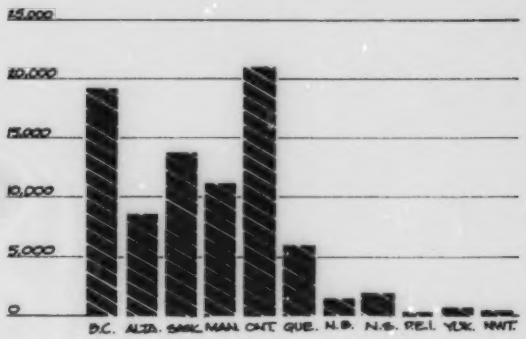
OFF-RESERVE PROPORTION
% of Indians Living Off Reserves



source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Research Branch, P.R.E., DIAND, 1979

The off-reserve Indian population has grown steadily from the 1966 level of 42,000 to 77,000 in 1976. As a proportion of all Indians, it increased rapidly in the late 1960's and early 1970's, largely due to migration from reserves, but has slowed down considerably in the late 1970's.

PROVINCIAL DISTRIBUTION
Number of Indians Living Off Reserves

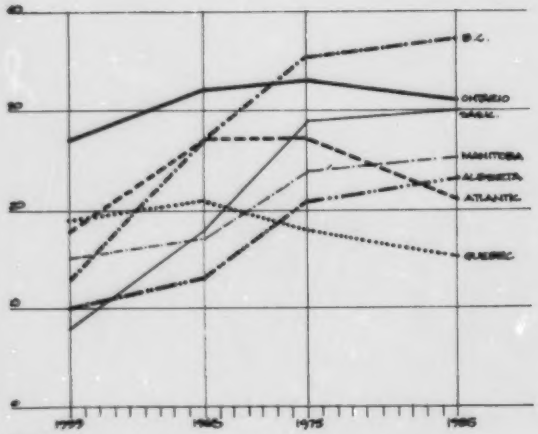


source:
Registered Indian Membership, Statistics Division, DIAND, 1978

British Columbia and Ontario have the highest off-reserve populations, and British Columbia has the highest proportion living off reserves.

PROVINCIAL PROPORTION

% of Indians Living Off Reserves



source:
L.M. Gerber, *Trends in Out-Migration from Indian Communities Across Canada*, Department of Secretary of State, 1977

The proportion of Indians living off reserves is expected to continue falling in the Atlantic and Quebec regions, level off or perhaps decline slightly in Ontario, but increase in the Prairie provinces and in British Columbia. Worsening employment opportunities in Eastern Canada and improving work opportunities off reserves in Western Canada may be the greatest factors in these trends.

AGE COMPOSITION

% of Indians in Each Age Group
Living Off Reserves

	0-14	15-19	20-24	25-29	30-44	45-64	65+	TOTAL
1966	12.8	12.8	19.1	22.8	22.8	18.4	12.7	15.9
1971	21.5	18.2	25.8	32.3	29.8	23.8	16.4	23.4
1976	26.0	24.8	27.0	32.8	32.9	26.6	22.2	27.4

source:
A.J. Siggner, *An Overview of Demographic, Social and Economic Conditions Among Canada's Registered Indian Population*, Ressarch Branch, P.R.E., DIAND, 1979

The young working-age groups (25-29 years and 30-44 years) continue to show the greatest tendency to live off reserves. Their proportion, having increased rapidly from 1966 to 1971, now appears to be stabilized. Other age groups, in particular those 0-14, 15-19, and 65 +, have increased their proportion living off reserves the fastest since the mid 1960's, making the off-reserve age composition more balanced.

OFF-RESERVE
population

MALE/FEMALE RATIO

The number of females living off reserves was about 10% higher than the male population off reserves in 1976: 42,000 females; 38,000 males. These figures do not include the number of women who have lost their status through marriage to non-Indians and consequently have had to move off reserve.

The higher female proportion off reserves reflects the greater availability of permanent (though low-paying) jobs in traditional female occupations such as waitressing, cleaning, and secretarial work. Comparatively unattractive social and living conditions for women on reserves may also influence their decision to move off reserves.

OFF-RESERVE CONCENTRATIONS

PROVINCE	CENTRE	INDIANS	INDIANS AND OTHER NATIVES
BRITISH COLUMBIA	VANCOUVER	6,500	—
		—	15 - 20,000
	CHILLIWACK	—	865
	KAMLOOPS	—	515
	NANAIMO	—	665
	PORT ALBERNI	—	830
	PRINCE GEORGE	—	1,155
	PRINCE RUPERT	—	2,325
ALBERTA	CALGARY		5 - 10,000
	EDMONTON	—	10 - 15,000
SASKATCHEWAN	REGINA	5,300	15,150
	SASKATOON	1,800 - 2,000	—
		—	5 - 10,000
	PRINCE ALBERT	1,600 - 1,750	—
	NORTH BATTLEFORD	700 - 800	—
MANITOBA	WINNIPEG	6,000 - 16,000	—
		—	15 - 20,000
ONTARIO	SAULT STE. MARIE	—	1,505
	TORONTO	—	15 - 20,000
QUEBEC	MONTREAL	—	700 - 800 RESIDENT 7,500 TRANSIENT
		—	10 - 15,000
ATLANTIC	SYDNEY MINES	—	1,210

OFF-RESERVE population

Off-reserve Indians, together with other natives are most visible and concentrated in the larger western cities of Winnipeg, Regina and Vancouver.

There are also considerable concentrations of Indians and other natives in the smaller urban centres of British Columbia and, to a lesser extent, in the Prairie provinces and northwestern Ontario.

In British Columbia they make up a significant number and proportion of the smaller urban centre populations, where reserves are located close to cities, and where participation in the wage economy has had a longer tradition. These include centres such as Port Alberni, Kamloops, Prince Rupert and Prince George.

In Alberta, the largest known concentrations of Indians off reserves are in Edmonton and Calgary.

Recent surveys in Saskatchewan indicate that 80 per cent of off-reserve Indians live in four major centres: Regina, Saskatoon, North Battleford and Prince Albert.

In Manitoba, the bulk of the off-reserve Indian population is in Winnipeg, small rural service centres such as Brandon, and resource towns of Le Pas, Thompson and Flin Flon.

In Ontario and Quebec the largest concentrations of off-reserve Indians are in Toronto and Montreal, although as a proportion of the total population, they are relatively insignificant. More visible concentrations are in Northwestern Ontario towns such as Kenora, Sault Ste. Marie and Sioux Lookout, and are also evident in Val d'Or and Schefferville, Quebec.

In the Atlantic provinces, with the exception of Sydney Mines which is located adjacent to a reserve, the off-reserve population appears to be highly dispersed.

OFF-RESERVE
migration

HIGH-MIGRATION BANDS
Characteristics

BAND SIZE	LESS THAN 400 MEMBERS
EMPLOYMENT	TRADITION OF WORKING OFF-RESERVE; POOR ON-RESERVE OPPORTUNITIES
URBAN PROXIMITY	SEMI-RURAL, URBAN — POOR ROAD ACCESS TO URBAN CENTRES FOR DAILY COMMUTING
EDUCATION	HIGHER THAN AVERAGE ATTAINMENT HIGH PROPORTION AT INTEGRATED SCHOOLS
LANGUAGE	ENGLISH OR FRENCH SPOKEN ON RESERVE
BAND GOVERNMENT	POORLY FORMULATED

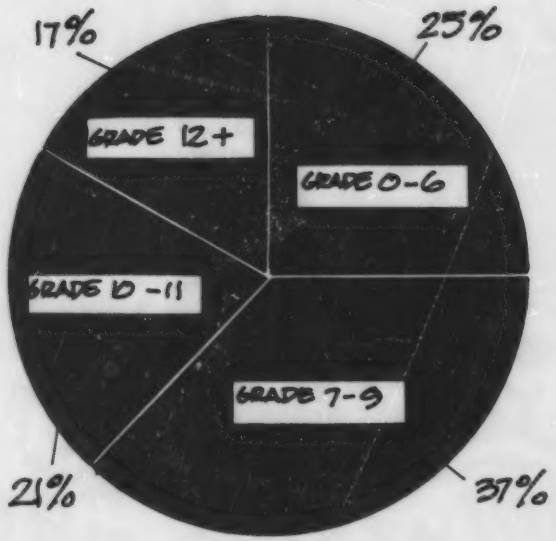
source:
L.M. Gerber, *Trends in Out-Migration from Indian Communities Across Canada*, Department of Secretary of State, 1977

Job-seeking appears to be the single most important factor spurring migration off reserves. Other factors, particularly band size, organization and proximity to urban areas, also affect levels of migration.

In Indian communities isolated from urban centres, band members are generally less well prepared for urban-industrial life, although Gerber has noted that remoteness sometimes stimulates migration because the practicality of working outside reserves while maintaining residence there declines with distance from urban centres.

EDUCATION

Highest Grade Completed by B.C. Indians
Off Reserves
1971



source:
W.T. Stanbury, *Success and Failure: Indians in Urban Society*, U.B.C. Press, c1975

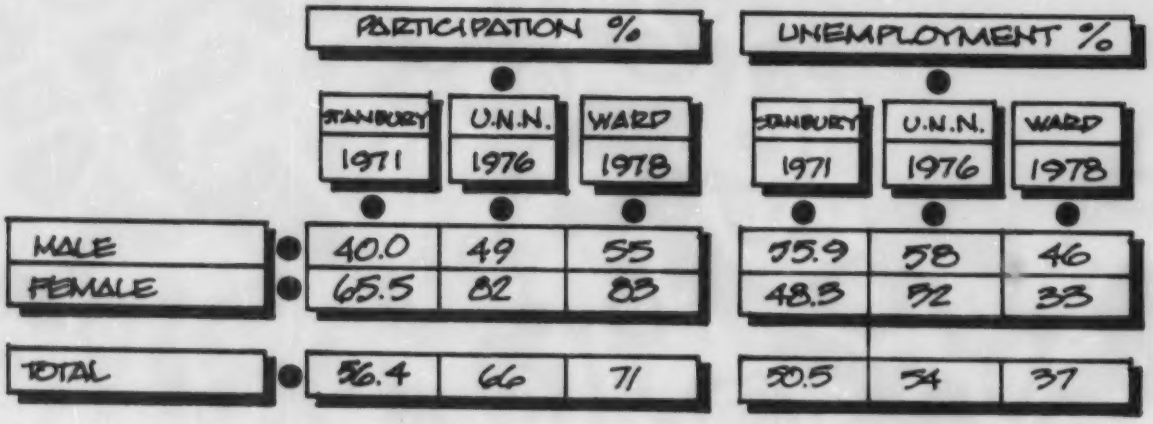
Levels of educational attainment among off-reserve Indians appear to be well below those of the average Canadian. For example, estimates based on Stanbury's study in B.C. show that 37.5 per cent of off-reserve Indians had not completed elementary school education, which was about double the level for all Canadians. The study indicates that 17 per cent of off-reserve Indians completed secondary education in B.C. compared to 64 per cent of the total Canadian population.

A 1978 Federation of Saskatchewan Indians (F.S.I.) study on off-reserve band members in Saskatchewan indicates that about 40 per cent of men and 47 per cent of women had completed eight or fewer years of formal education. The F.S.I. sample estimates that 15.3 per cent of adult males and 12.7 per cent of adult females had attended university, with 2.8 per cent and 1.7 per cent respectively having obtained degrees. This compares to 10 per cent of the Canadian population in 1974 having obtained university degrees.

Although the 1978 F.S.I. study does not show significant improvement over the 1971 B.C. study, Stanbury notes that the 1970's levels are considerably higher than those of 2 or 3 decades ago.

OFF-RESERVE
employment

LABOUR FORCE PARTICIPATION AND UNEMPLOYMENT
Vancouver Indians Off Reserves



	PARTICIPATION %			UNEMPLOYMENT %		
	STANBURY 1971	U.N.N. 1976	WARD 1978	STANBURY 1971	U.N.N. 1976	WARD 1978
MALE	40.0	49	55	35.9	58	46
FEMALE	65.5	82	88	48.3	72	33
TOTAL	56.4	66	71	50.5	34	37

Surveys in B.C. and Saskatchewan indicate that unemployment of off-reserve Indians is three to four times higher than that of the non-Indian population (and five to six times higher if "discouraged workers," who have given up actively seeking work, are included).

Stanbury found that 27 per cent of off-reserve Indians in B.C. were unemployed in 1971. "Discouraged workers" raised the total to 46.5 per cent. A United Native Nations (UNN)/Manpower survey conducted in 1976 and a sample survey undertaken by Bob Ward Associates in 1978 confirm the high unemployment rates for off-reserve Indians.

Major reasons for unemployment include lack of training (especially for males), physical disability (especially for middle-age males and females) and the need to attend to family responsibilities (especially for females).

OCCUPATIONS

% Employed in Each Category

	B.C. INDIANS OFF-RESERVE		NATIONAL
	1961	1971	1971
MANAGERIAL/PROFESSIONAL/TECHNICAL	6	10	24
SERVICE/RECREATION	17	19	12
PRIMARY	41	31	8
PRODUCTION/CRAFTSMAN	16	22	24
LABOUR/UNSKILLED	12	9	4
CLERICAL/SALES	8	7	22
OTHER	0	2	6

source:

W.T. Stanbury, *Success and Failure: Indians in Urban Society*, U.B.C. Press, c1975

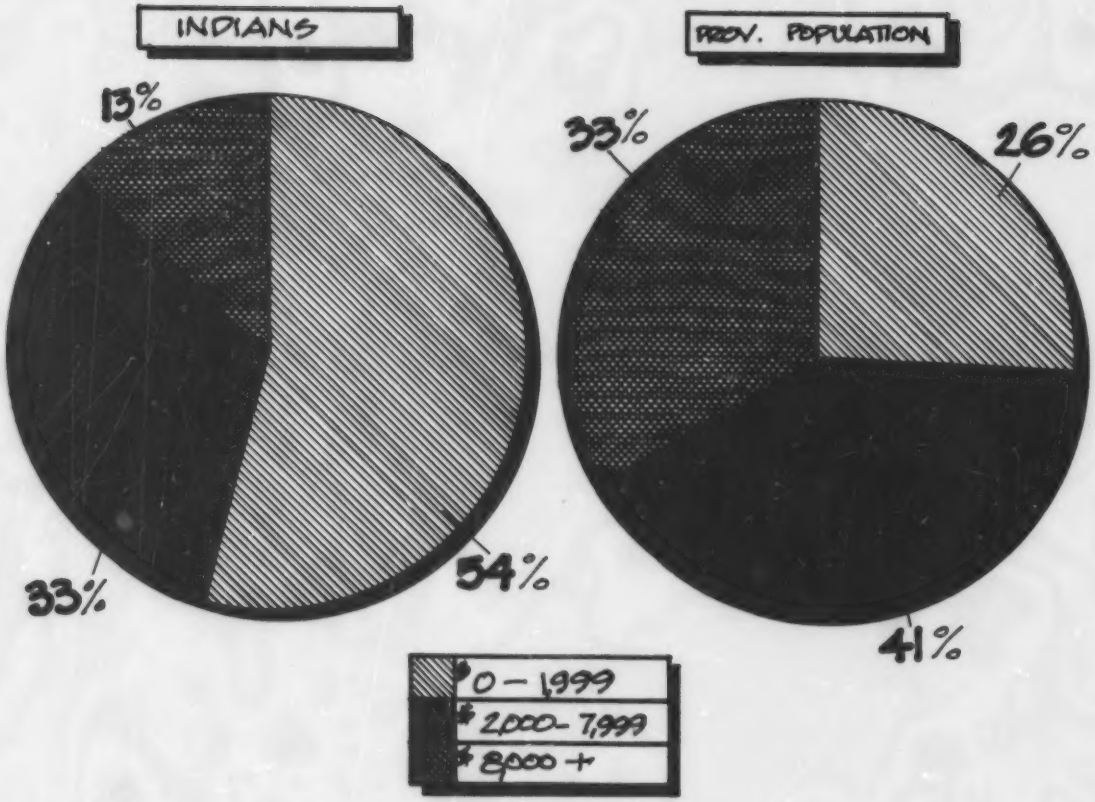
The 1971 B.C. study indicates that Indians continue to have a high proportion of workers in primary activities such as farming or logging (almost 4 times the national rate) and in labour and unskilled occupations (twice the national rate). Nonetheless, B.C. Indians off reserves appear to be increasing their representation in managerial, technical and professional pursuits (although they remain half the national rate). In skilled craft and production occupations, they were comparable in 1971 to the national rate.

Discrimination in employment has also contributed to the high unemployment levels of off-reserve Indians. Stanbury noted in his study that while discrimination was not found to be pervasive, it existed in significant proportions.

For example, recent surveys by the Canadian Civil Liberties Association imply discrimination in hiring of natives in Kenora, Sault Ste. Marie and Fort Frances, all with significant Indian and native populations. The Kenora survey, conducted in late 1978, found only 2 native people employed in 14 retail businesses having a total of 350 jobs. In addition, no native was employed at the 5 banks in Kenora, with a total of 67 jobs. Similar patterns were found in the other two towns. Outside of these initial surveys, no comprehensive research has been conducted on discrimination in hiring native people in other centres with significant concentrations of Indians and natives.

OFF-RESERVE
income

INCOME
B.C. Indians Off Reserves
1970



source:
W.T. Stanbury, *Success and Failure: Indians in Urban Society*, U.B.C. Press, c1975

Low average incomes and high levels of welfare dependency for off-reserve Indians are a direct reflection of their high unemployment rates. Stanbury found that 28 per cent of his sample had not been self-supporting for even one month of the previous two and a half year period and that two thirds of families and individuals were living below the poverty line in 1970.

Income earned by off-reserve Indians reflects the high unemployment as well. Stanbury found that over one-third of his sample had no income from employment in 1970. The 1978 F.S.I. study results suggest that income conditions have not changed significantly (about 30 per cent dependent solely on public assistance).

There are twice as many low-income earners (less than $4,000) in the off-reserve Indian population as in the total population and only one-third as many higher-income earners (more than $8,000).

ACCOMMODATION

B.C. Indians Off Reserves
1971

RENTERS	%
HOUSE	34.8
APARTMENT	17.3
ROOM	14.1
HOTEL/MOTEL	4.9
BOAT/TRAILER	2.1
CAMP	2.4
OTHER	7.6
SUB-TOTAL	83.2
OWNER/OCCUPIERS	16.8
TOTAL	100%

source:
W.T. Stanbury, *Success and Failure: Indians in Urban Society*, U.B.C. Press, c1975, p. 381

Although no comprehensive survey of off-reserve housing has been undertaken, most reports indicate that a significant proportion of Indians off reserves have been confined to sub-standard housing, not only as a result of their lower incomes but also due to discrimination in the housing market. A recent study for the Canadian Council on Social Development asserts that prejudice against native renters (including Indians) is greatest in cities, where natives are treated more poorly than immigrants from other countries.

Most Indians off reserves appear to rent rather than purchase homes. For example, in 1971, 83 per cent of off-reserve Indians in B.C. rented accommodation, compared to about 30 per cent nationally. This may indicate that Indians perceive their residency as temporary, with the average stay being 2 or 3 years. Also, although many Indians may already own homes on the reserve, under the Indian Act they are unable to mortgage a reserve home to finance purchasing a home off reserve.

The 1978 F.S.I. study, compared to the 1971 B.C. study, does not indicate a significant increase in the proportion of Indians off reserves owning accommodation, as opposed to renting.

Other characteristics of off-reserve housing as described by Stanbury include:

- The proportion of those renting or owning houses increases with duration of stay.
- Over-crowding is evident – accommodation with two bedrooms averaged 5.1 people in households and 4.0 people in the nuclear family.
- Off-reserve natives move on average once every 18 months, or about 3 times as much as the national population.

While most off-reserve Indians tend to be satisfied with their housing conditions (both Stanbury and the F.S.I. document), this may be due to a comparison to reserve housing which may be worse or to a lower set of material expectations than non-Indians might have. According to the F.S.I., in Saskatchewan the majority of off-reserve band members lived in rented accommodation in areas often owned by slum landlords.

HOSPITALIZATION

B.C. Off-Reserve Indians Compared to Provincial Rate
1971

AGE	INDIAN RATE (PROVINCIAL RATE = 1)		
	MEN	WOMEN	TOTAL
15-24 YEARS	3.64	2.45	2.82
25-44	5.19	3.96	4.30
45-59	4.78	2.94	3.86
15-59	3.97	3.21	3.48

source:
W.T. Stanbury, *Success and Failure: Indians in Urban Society*, U.B.C. Press, c1975, p. 362

In Stanbury's sample, one-third indicated they had, in their own perception, been ill in the previous 12 months. More women (42 per cent) reported illness than men (27 per cent).

The healthiest off-reserve Indians in B.C. were those living in prisons! Only 12 per cent of this population indicated they had been ill in the previous 12 months.

Indian women off reserves visited doctors an average of 6.14 times a year compared with 3.34 times for the men in the Stanbury sample, with higher rates for the elderly, the lower educated, and those living in smaller centres.

Medical insurance was held by 82.7 per cent of the B.C. sample of off-reserve Indians. Those without insurance averaged 2.74 visits to a doctor per year, while those with insurance had an average of 5.02 visits per year.

OFF-RESERVE SERVICES

	LOCATION	FRIENDSHIP CENTRE	D.I.A.N.D. OFFICES	EDUCATIONAL/CULTURAL CENTRE	NATIVE NEWSPAPER	NATIVE STUDIES	NATIVE ORGANIZATIONS
ATLANTIC	SYDNEY MINES			✓	✓		✓
QUEBEC	VAL D'OR	✓	✓				✓
	MONTREAL	✓	✓	✓	✓✓✓		✓✓✓
ONTARIO	TORONTO	✓	✓		✓✓		✓
	SAULT STE. MARIE	✓		✓			
	KENORA	✓	✓	✓	✓		✓
	SIOUX LOOKOUT	✓	✓		✓		
	LONDON	✓	✓		✓✓		
MANITOBA	WINNIPEG	✓	✓	✓	✓✓	✓	✓
	BRANDON	✓		✓		✓	
	THOMPSON	✓	✓				
	FLIN FLON	✓					
SASK.	REGINA	✓			✓✓		✓
	SASKATOON	✓	✓	✓	✓		
	PRINCE ALBERT	✓	✓		✓		✓
	NORTH BATTLEFORD	✓	✓				

	LOCATION	FRIENDSHIP CENTRES	D.I.A.N.D. OFFICES	EDUCATIONAL/CULTURAL CENTRES	NATIVE NEWSPAPER	NATIVE RADIO	NATIVE ORGANIZATIONS
ALBERTA	CALGARY	✓	✓	✓			✓
	EDMONTON	✓	✓		✓		✓
	LETHBRIDGE	✓	✓			✓	
	FT. MCMURRAY	✓	✓				
B.C.	VANCOUVER	✓	✓		✓✓		✓✓
	NANAIMO	✓	✓				
	PRINCE RUPERT		✓				
	PRINCE GEORGE	✓	✓				
	PORT ALBERNI	✓			✓		
YUKON	WHITEHORSE	✓	✓	✓	✓		✓✓
N.W.T.	YELLOWKNIFE	✓	✓		✓		✓

OFF-RESERVE
support services

Over the last 10 to 20 years, a variety of institutions providing services and support to Indians off reserves have developed. Most centres with significant numbers or proportions of Indians now have Indian-run Friendship Centres funded by the Secretary of State. These serve dual roles as drop-in and counselling centres. Many urban areas also have Indian-run Cultural/Educational Centres, supported by the Indian Affairs Program. These support cultural research, educational programs and contemporary Indian cultural expression.

More than half of the top 25 urban centres with major Indian and native populations have Indian and/or native political organization offices, virtually all of which have been created in the last 10 - 15 years.

In addition to these, several centres have other services which support the Indian and native communities, including newspapers and university departments of native studies.

Although DIAND does not provide services directly to Indians living off reserves, it does maintain a presence in most of the centres with high Indian populations, through its district offices.

FRIENDSHIP CENTRES

source:
Native Citizens Directorate, Department of Secretary of State

OFF-RESERVE: IMPLICATIONS

- A significant proportion (almost one-third) and an increasing number (almost 80,000) of Indians fall outside the program jurisdiction of Indian Affairs by virtue of living off reserves.
- Migration off reserves, in particular among young entrants into the labour force, will likely continue at high levels as long as employment opportunities on reserves remain poor.
- Improvements in the employability of Indians, such as better education and better skills in English or French, in the absence of other on-reserve improvements (*e.g.*, employment opportunities on reserve, effective band government, urban access), will encourage further off-reserve migration.
- Since conditions for Indians off reserves in terms of education, employment, income and housing appear to be only modestly better than for Indians on reserve, poor on-reserve conditions appear to be the major factor in migration off reserves.
- The contrast between Indian and non-Indian living conditions is sharper and more apparent in urban centres.

REFERENCE READING & INDEX

REFERENCE READING

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Edmonton: M.G. Hurtig Ltd.,
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THE REBIRTH OF CANADA'S INDIANS.
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Emphasis on native "identity" and need for Indians to work through government in order to "enshrine our rights into legislation."

THE UNJUST SOCIETY: THE TRAGEDY OF CANADA'S INDIANS.
Cardinal, Harold.
Edmonton: M.G. Hurtig Ltd.,
c 1969

Cardinal's best-selling account of "a buckskin curtain of indifference, ignorance and ... plain bigotry."

THE HARROWING OF EDEN: WHITE ATTITUDES TOWARD NORTH AMERICAN NATIVES.
Chamberlin, J.E.
Toronto: Fitzhenry & Whiteside,
c 1975

The relationships between "whites" and Indians and the crucial land question are examined in a very readable work which differentiates between Canadian and U.S. situations.

CULTURAL ECOLOGY.
Cox, Bruce.
Toronto: McClelland & Stewart Ltd.,
c 1973

Collection of articles dealing with aboriginal adaptation to environment, with emphasis on the Boreal forest region.

NATIVE RIGHTS IN CANADA, 2nd ed.
Cumming, P. and Mickenberg, N., eds.
Toronto: Indian-Eskimo Association of Canada,
c 1972

Analysis of fundamental legal problems surrounding aboriginal and treaty rights of native people in Canada.

REFERENCE READING

A STUDY OF ATTITUDES TOWARDS INDIANS AND PEOPLE OF INDIAN DESCENT.
Dallyn, F. John. and Earle, Frazer.
Winnipeg: Canadian Council of Christians and Jews,
1965

Survey of attitudes of people toward Indians, carried out in The Pas, Manitoba, where an Indian reserve adjoins a small townsite.

GOD IS RED.
Deloria, Vine Jr.
New York: Delta Books,
c 1973

A sometimes illogical, often lucid, comparison of Christianity with traditional Indian religious beliefs.

INDIANS: THE URBAN DILEMMA.
Dosman, Edgar.
Toronto: McClelland & Steward Ltd.,
c 1972

An examination of the native minority in Saskatoon, where most are locked behind a "poverty wall" – also includes some who have adapted well.

THE CANADIAN ETHNIC MOSAIC: A QUEST FOR IDENTITY.
Driedger, Leo, ed.
Toronto: McClelland & Stewart,
c 1978

Collection of essays stressing need for ethnic identification factors: territory, institutions, culture, ideology/religion and leaders.

EDUCATIONAL AND OCCUPATIONAL ASPIRATIONS AND EXPECTATIONS: A COMPARATIVE STUDY OF INDIAN AND NON-INDIAN YOUTH.
Elliott, John.
Antigonish: St. Francis Xavier University,
1970

Looks at students on Cape Breton reserves with reference to educational/occupational hopes, including parental viewpoints.

CANADA'S INDIANS: CONTEMPORARY CONFLICTS.
Frideres, James.
Scarborough, Ont.: Prentice-Hall,
c 1974

Well organized, opinionated overview which includes a history of the British Columbia Native Brotherhood.

PEOPLE, CULTURE AND LEARNING.
Friesen, John.
Calgary: Detselig Enterprises Ltd.,
c 1977

Gives sketchy review of religious practices of Plains Indians, including sun dance, mysticism, shamans. General concern with cultural values and intercultural education.

AS LONG AS THIS LAND SHALL LAST.
Fumoleau, René, O.M.I.
Toronto: McClelland & Stewart Ltd.,
1973

Comprehensive history of Treaties 8 and 11 (1870-1939).

THE IMAGE OF THE INDIAN.
Haycock, Ronald.
Waterloo Lutheran University,
c 1971

Examines the Canadian Indian as a subject and a concept in a sampling of the popular national magazines read in Canada, 1900-1970.

"The New Age of Indian Art"
Hume, Christopher.
MacLeans,
Jan. 22, 1979

Article outlining current markets for contemporary Indian artists with mention of outstanding individuals.

INDIAN WOMEN AND THE LAW IN CANADA: CITIZENS MINUS.
Jamieson, Kathleen.
Ottawa: Minister of Supply & Services,
1978

Describes plight of women who are enfranchised by virtue of marriage to anyone who is not a registered Indian. Special reference to Lavell case.

OJIBWA RELIGION AND THE MIDÉWIWIN.
Landes, R.
Madison: Univ. of Wisconsin Press,
1968

Detailed examination of Ojibwa shamanistic practices. Introduction contains excellent description of seasonal life-styles.

DEFEATHERING THE INDIAN.
LaRoque, Emma.
Ontario: Book Society of Canada,
1975

Commentary on education, stressing need to emphasize Indian heritage in the schools and especially to characterize Canadian Indian as a contemporary component of cultural fabric.

THIS LAND IS NOT FOR SALE.
McCullum, Hugh.
Toronto: Anglican Book Centre,
c 1975

Deals with problems inherent in "... a two headed monster whose name alone expresses a conflict of interest – the Department of Indian Affairs and Northern Development ..."

NATIVE LAW STUDENT PROGRAM.
MacLean, Hope.
Ottawa: Dept. of Justice,
1977

Detailed study of problems encountered by native law students and the programs offered by Canadian law schools. Indicates the roles of Federal Government and Dept. of Justice in policy and funding.

THE SHOCKING TRUTH ABOUT INDIANS IN TEXTBOOKS.
Manitoba Indian Brotherhood.
Winnipeg: Manitoba Indian Brotherhood,
1977

Exhaustive study of ten social studies texts approved for school use by the Manitoba Dept. of Education in grade 4, 5 and 6. Includes content evaluation and picture analyses.

WAHBUNG: OUR TOMORROWS.
Manitoba Indian Brotherhood.
Winnipeg: Manitoba Indian Brotherhood,
c 1971

Presentation by MIB to the Federal Government in response to the "White Paper", referring to hunting/fishing rights, Indian Act, cultural development, etc. Specific recommendations are made which stress need for well-organized local government.

KEEPERS OF THE GAME: INDIAN ANIMAL RELATIONSHIPS AND THE FUR TRADE.
Martin, Calvin.
Berkley: Univ. of California Press,
1978

INDIANS IN THE CITY.
Nagler, Mark.
Ottawa: St. Paul University,
1970

Analysis of various factors involved in urbanization of Indians migrating to the city, based on sampling from Toronto.

CANADIAN NATIVE ART.
Patterson, N.
Don Mills: Collier-MacMillan Canada Ltd ,
c 1973

Examination of range of art forms emerging from different life styles. Good plates with narrative.

REFERENCE READING

INDIANS OF CANADA: CULTURAL DYNAMICS.
Price, John A.
Toronto: Prentice-Hall of Canada Ltd.,
c 1979

Wide-ranging text-book review of traditional Indian cultural areas: arctic, subarctic, Iroquoia, Plains, Pacific Coast, as well as chapter on modern issues.

RESERVATIONS ARE FOR INDIANS.
Robertson, Heather.
Toronto: James Lewis & Samuel,
1970

Journalist's account of several specific reservations. Section on The Pas co-ordinates with Dailyn-Earle study.

INDIANS WITHOUT TIPIS.
Sealey, D. and Kirkness, V. eds.
Vancouver: William Clare (Manitoba) Ltd.,
c 1973

Collection of essays, some by the editors, trying to give a general historical, cultural and contemporary review.

ISSUES FOR THE SEVENTIES: CANADA'S INDIANS.
Sheffe, Norman, ed.
Toronto: McGraw-Hill Co of Canada, Ltd.,
c 1970

Anthology of publications ranging from DIAND information to newspaper articles to "red power" blurbs.

CANADIAN INDIANS AND THE LAW: SELECTED DOCUMENTS, 1663-1972.
Smith, Derek, ed.
Toronto, McClelland & Stewart,
1975

Collection of significant legal documents concerning Indians in Canada. Non-technical introduction by the editor puts them in historical perspective and discusses their current social implications.

THESE MOUNTAINS ARE OUR SACRED PLACES.
Snow, John.
Toronto: Samuel Stevens,
1977

Historical account of the Stoney people from pre-contact to present. Treaty no. 7 and the Dept. of Indian Affairs are described as seen by John Snow, Chief of the Wesley Band.

GUESTS NEVER LEAVE HUNGRY.
Spradley, James P.
New Haven: Yale University Press,
1969

Tape recorded autobiography of James Sewid, a Kwakiutl Indian. Record of a life history as an example of successful adaptation to cultural change. Includes anthropologist's observations.

SUCCESS AND FAILURE: INDIANS IN URBAN SOCIETY.
Stanbury, W.T.
Vancouver: U.B.C. Press,
c 1975

Study of social and economic conditions of B.C. Indians living off reserves in urban centers, with focus on Status Indians.

INDIANS IN TRANSITION.
Walsh, Gerald.
Toronto: McClelland & Stewart Ltd.,
c 1971

A well-balanced text book for secondary level, designed "to show some of the realities of the social, economic and political conditions in which Indians live and to show how the problem is seen from a number of different viewpoints."

THE ONLY GOOD INDIAN.
Waubegeshig, ed.
Toronto: New Press,
c 1970

"Police brutality, incompetent bureaucrats, ignorant politicians ... are conditions which Indians face daily ... the only good Indian is still a dead one" (from introduction). A collection of essays.

GENIESH: AN INDIAN GIRLHOOD.
Willis, Jane.
Toronto: New Press,
1973

First-person account of boarding school life and inter-cultural encounters through the eyes of a young person.

APOLOGIES TO THE IROQUOIS.
Wilson, Edmund.
New York: Vintage Books,
c 1960

Discussion of the nationalist movement of the Iroquois Six Nations, including the revival of the Long House traditions.

THE INDIAN IDENTITY CRISIS.
Zenter, Henry.
Calgary: Strayer Publications Ltd.,
c 1973

Six essays covering various aspects of Indian/Canadian cultural conflicts. Central essay, "The Impending Identity Crisis," delineates value conflicts between the two societies.

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